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ABSTRACT

In 1979, Comprehensive Employment and Training Act (CETA) legislation was changed to remove income from the eligibility criteria for Title IIC upgrading and retraining programs. In order to assess the impact of this change upon CETA prime sponsor and private industry council (PIC) activities across the country, a telephone survey was made to all 473 CETA prime sponsors, with successful contact made with 361 prime sponsor organizations. Sixty-five prime sponsors commented that they had CETA funded activities in the upgrading and retraining program areas and provided a brief description of these activities. Some of their input was as follows: (1) 58 prime sponsor programs, representing 1,620 subsidized training slots, were reported at an average of $1,120 per slot (compared to about $3,500 per slot nationally); (2) about 60 percent of these programs used on-the-job training as the principal method of new skill acquisition, and most of these programs used their job training staff in marketing upgraded training to the private sector; (3) 620 of the upgrading slots were in structured off-the-job classroom, shop, or clinical training situations; and (4) success rates of more than 90 percent were reported by almost all the prime sponsors both in promotion of workers who had completed training and in hiring of new employees by companies who participated in upgrading programs. (After the survey, 12 of the sites were visited; a report on each of them is included in this publication, along with a synthesis of the activities reported in terms of marketing, occupations selected for training, clients served, and training methods used.) (KC)

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A Survey of CETA Upgrading and Retraining Programs

ED230690

U.S. Department of Labor
Ray Marshall, Secretary

Employment and Training Administration
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This report was prepared by the Cambridge Office of Manpower Affairs (COMA), City of Cambridge, Massachusetts - James L. Sullivan, City Manager; Timothy J. Reidy, COMA Director - under contract SP-25-0-P002 with the U.S. Department of Labor, Employment and Training Administration.

JUNE, 1980

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FOREWORD

This document is a survey report on upgrading and retraining programs funded under provisions of the Comprehensive Employment and Training Act of 1973 (CETA), as amended.

The data included here was collected by telephone interviews and staff visits to selected program sites in the period from April 1 to June 30, 1980. Virtually all of the activities reported in this study commenced after April 1, 1979. Some had been completed; most were still in operation.

An annotated bibliography, which includes a good deal of information on earlier activities which were termed Upgrading or Retraining, and which in some manner entailed public funding, is appended.

This survey was designed and conducted, and its results are now published by the Cambridge Office of Manpower Affairs (COMA), a department of the City of Cambridge, Massachusetts. Cambridge is the lead city in a CETA Prime Sponsor consortium entity, the Eastern Middlesex Human Resources Development Authority (EMHRDA), which also includes the communities of Arlington, Belmont, Somerville, and Watertown in Massachusetts.

All activites entailed in conducting this survey and in writing the report were funded by United States Department of Labor (DOL) contract #SP-25-0-P002 and were carried out under the administrative supervision of the DOL Region I office in Boston. However, all facts reported and interpretive comments offered are the responsibility of the authors of this document.

The authors wish to express their appreciation to the literally hundreds of people across the country who have been helpful in providing us with information about local upgrading and retraining programs. We also wish to thank Marlene Seltzer, Director of EMHRDA, for her technical assistance on CETA administrative systems, and Raymond H. Poet, our Project Officer, for wielding his big stick with professional acumen and a kind heart.

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EXECUTIVE SUMMARY

Upgrading and retraining activities have been authorized by federal legislation in the public employment and training field for over a quarter century. Upgrading activities were conceived as a principal means of helping the working poor. Retraining programs were directed toward workers who had lost their jobs due to technological change or industrial relocation.

This report contains a brief description of publicly sponsored upgrading and retraining activities conducted in the 1960's and 1970's as compiled from literature research, academic resources and federal records. The bibliography appended to this report may also be helpful to those interested in those past program efforts.

The Comprehensive Employment and Training Act of 1973 specifically permitted CETA services in both program areas for clients eligible under criteria basically related to a disadvantaged level family income base. Prior to 1979 however, neither upgrading nor retraining program concepts were widely used on a national scale.

In October 1978, the U.S. Congress amended the CETA legislation in a manner which substantially changed the criteria for persons who might be served by CETA upgrading and retraining programs in the future. The amended legislation, which was implemented by Department of Labor regulations in 1979, *effectively removed income from the eligibility criteria for CETA Title IIC upgrading and retraining programs. New programmatic guidelines contained in the regulations did however encourage upgrading project designs which would offer direct or indirect assistance to persons with low incomes*.

The purpose of this survey and study has been to collect information on the impact of this change upon CETA Prime Sponsor and Private Industry Council (PIC) activities across the country. It was felt that the collection and publication of this data, even without a detailed evaluation effort, would be of assistance to CETA and PIC administrators in formulating their own plans for upgrading and retraining activities.

In the period from April 1, 1980 to May 30, 1980, survey staff made an attempt to talk by phone with appropriate officials at all 473 CETA Prime Sponsors. Assistance in identifying past and present CETA upgrading and retraining activities was also requested from such interested organizations as the National Association of County Organizations, the National League of Cities, the U.S. Conference of Mayors, the National Governor's Conference, the Human Resources Development Institute, AFL-CIO, the National Alliance of Business, the National Council for Urban Economic Development, the National Association of Private Industry Councils and the Private Sector Initiative Program Clearinghouse.

The outcome of this effort was our contact with 361 Prime Sponsor organizations. The data on which the content of this report is based was provided through this and subsequent follow-up communications with these sources.

Each of the Prime Sponsors contacted was asked if, in their jurisdiction, there had been or were in existence any CETA funded activities in the upgrading and retraining program areas. Sixty-five Prime Sponsors responded in the affirmative and provided a brief description of the nature, scope and status of these activites.

With regard to upgrading, 58 Prime Sponsor programs, representing 1620 subsidized training slots, were reported. Average program costs were $1,120 per slot, with a figure of about $3,500 per slot being typical for individual upgrading activities on a national scale.

Approximately 60% of these programs utilize on-the-job training (OJT) as the principal method of new skill acquisition and most of these programs use their OJT staff in marketing upgrading training to the private sector. Six hundred and twenty of the upgrading slots reported were in structured off-the-job classroom, shop or clinical training situations. Most of the latter programs involved training in occupations in the metal working trades or in health care, or in the electronics field.

Success rates exceeding 90% were reported by virtually all Prime Sponsors both in terms of the promotion of workers who had completed training and in terms of the reciprocal (one-for-one) hiring of other CETA enrollees as new employees, by the private sector companies who participated in upgrading programs.

Ten of the surveyed Prime Sponsors had initiated retraining programs in the past year. Average costs for the 472 retraining slots represented were $2,650 per slot. The median was $1,750.

Six of these ten programs obtain employer hiring commitments prior to the initiation of subsidized retraining activities. Two of them involve new jobs with the eligible worker's previous employer; four of these retraining programs have been developed through small OJT contract programs with new employers.

Four of the ten Prime Sponsors reported retraining programs operated in a classroom or training shop environment for occupations in local labor, market demand without pre-hire commitments. Most of the laid-off workers involved were not paid stipends or training allowances; they were eligible for unemployment insurance benefits during their retraining period.

Final results were available on only two of the ten retraining programs reported; most were in early or mid operation at the time of the survey. One of the two completed programs, which involved pre job training in anticipation of employment with unspecified companies, placed 13 of its original 14 enrollees. The other program was terminated in its early stages because of an unanticipated downturn in the business prospects of its one participating employer.

Following the telephone survey, visits were arranged with 12 Prime Sponsors who were operating upgrading or retaining programs. The sites were selected on the basis of the similarity which their local economic situation, labor market occupational content or employer make-up and geographic distribution appeared to bear to a number of other sponsor areas. A field report on each of these sites is included in this publication along with a synthesis of the activities reported in terms of program marketing, selection of occupations for training, clients served, and training methods utilized.

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I. BACKGROUND: DOL FUNDED UPGRADING AND RETRAINING PROGRAMS

In reviewing the literature from both private and government sources, it becomes evident that in the last two decades the words "Upgrading" and "Retraining" have been and are used to describe widely diverse occupational training activities.

The term "Upgrading" seems now to be most frequently applied to programs for currently employed workers in which the participants acquire new or advanced skills. A wide range of existing Upgrading Programs runs from teaching a stock worker how to operate a fork lift truck safely to exposing tool & die makers to the fund of knowledge needed to program sophisticated numerical control metal working equipment. The term is also used to describe events without specific training connection such as a worker's receiving a merit or service wage increase or the promotion of a restaurant pot-walloper to dishwasher.

The term "Retraining" most often connotes the acquisition of a new occupational skill by an unemployed worker whose past experience has involved a different vocational skill, which presumably is not currently in demand. People can properly use the term in very different contexts, such as in speaking of training assistance offered to men and women coming "outside" after extended periods of incarceration.

The scope of this survey and report in no way claims to include all, or even most, of the kinds of activities to which English usage might allow the application of the terms "Upgrading" and "Retraining." Nor have we carried out evaluative research in these broad subjects.

Our task has been the accumulation of information and informed comment on United States Department of Labor (DOL) funded activities which have been described by their responsible operators as "Upgrading" and "Retraining." Further, our principal review has focused on activities funded under the Comprehensive Employment and Training Act of 1973, with particular emphasis on those initiated after the impact of the Act's October, 1978 amendments.

MDTA PROGRAMS 1962-1973

The reader with specific interest in past DOL activities in these areas is directed to the annotated bibliography which is appended to this report for a summary of published data on Upgrading and Retraining activities funded under CETA's predecessor legislation, the Manpower Development and Training Act (MDTA) of 1962.

Judging by that literature, the quantity of defined upgrading and retraining programs operated under MDTA was limited at best. By 1963, these had become the Great Society years, and by 1965 the major focus in Department of Labor Programming was on the unemployed and economically disadvantaged population.

The upgrading activities that were operated through MDTA's Job Opportunities in the Business Sector (JOBS), Jobs Optional (JOPS) Programs, and Public Service Careers (PSC) in this period, for the most part entailed mixing newly hired, economically disadvantaged people with persons employed in low-skill, low-wage jobs, as participants in one vocational skill training program. These activities were usually conducted within an actual business environment and, although a few included some kind of "world of work" or basic education vestibules for the recently hired participants, the major method of skill instruction was through on-the-job training (OJT).

The available data on outcomes from this kind of upgrading training is too scant to allow for conclusive evaluation. The reports that do exist suggest that the employed workers did well in advancing their skills, and in the great majority achieved higher wages within their companies. However, the new employees experienced the same very high rate of terminations which would have been anticipated if a special training program had not existed.[1]

Few of the MDTA Upgrading Programs described in the literature aimed at the acquisition of high-level, high-wage skills. The experimental programs which did had more success.

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[1] For a well documented example see ALPHA: A Case Study in Upgrading. New Brunswick, New Jersey: New Careers Systems Institute, 1973. Granick, Leonard, P.R. Jackson, Lee E.; and Greaux, Robert B.

As an example, a nine month-program to train ten long-service laborers and janitorial employees along with 15 newly hired economically disadvantaged workers as Machine Tool Set-up Operators achieved over a 90% success rate in 1971 at the Norton Company in Worcester, Massachusetts.[2]

In the few MDTA upgrading programs conducted strictly for current employees, the extent of prospective skill and wage advancement, also seemed to bear on positive outcomes.[3] Notably successful among these types of activities were combination classroom and clinical training programs conducted in several areas of the country, with an objective of upgrading Nursing Aides or Assistants to state-licensed Practical or Vocational Nursing occupations.[4]

Our search for published data concerning MDTA programs which were officially labeled "Retraining" and which dealt with persons who possessed an occupational skill not in current labor market demand was unfruitful. Undoubtedly, thousands of persons with this background received training in new, economically viable skills in MDTA programs. However, they must have been participants in training programs which included people of diverse backgrounds and their specific identity as retrained skilled workers was not recorded in the literature.

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[2] Source--A.F. Cullen, former EEO Manager, Norton Co.

[3] Upgrading activities conducted for persons at varying skill levels and in several different basic industries are reviewed in Upgrading--Problems and Potentialities: the R & D Experience Monograph Number 40. Washington D.C.: U.S. Department of Labor, Manpower Administration, 1975.

[4] For an example of upgrading training in the nursing field, see: Good Training for Good Jobs: MDTA From Nurse Aide to LPN-- A Step Up. Washington, D.C.: U.S. Department of Health, Education and Welfare, Office of Education, 1968.

More recent government initiatives which authorized retraining for workers displaced by technological change or foreign competition under the Technology Mobilization Reemployment Program (TMRP) and the Trade Readjustment Act (TRA) seem to have stimulated little in the way of formal group retraining activities. Our search has not yielded published data on such programming.

CETA Activities 1974-1978

The Comprehensive Employment and Training Act of 1973 authorized both upgrading and retraining activities for eligible CETA participants (DOL Rules and Regulations part 95, Title I, CFR section 95.33). However, eligibility for participation in Title I activities was limited to either economically disadvantaged unemployed or underemployed persons (CFR section 95.32).

The several later amendments to the Act in the period preceding October, 1978, made no substantial change in these eligibility criteria.

During the telephone communications brought about by this survey, 361 individual Prime Sponsors were asked if any upgrading or retraining activities had been initiated under this criteria. Only one Prime Sponsor representative responded affirmatively. The Atlanta, Georgia, Prime Sponsor has funded an upgrading program for economically disadvantaged, underemployed persons for more than three years. The upgrading trainees have been employed as Nurse Aides in local health care institutions and the training has been directed toward their achieving certification and promotion to Licensed Practical Nurse positions. About 30 workers participate in the program each year. Program results have been very positive, both in terms of the upgrading of worker participants and in the reciprocal entry-level hiring of other CETA clients on an unsubsidized basis, by the participating institutions.

Virtually all the Prime Sponsor representatives during the telephone survey commented that the family income patterns in their area had precluded the conduct of upgrading and retraining programs so long as CETA participant elgibility was limited to persons who, though currently or recently employed, further qualified as economically disadvantaged.

Pertinent Changes in CETA Legislation and Regulations 1978-1980

Amendments to the Comprehensive Employment and Training Act enacted in October, 1978, constituted a dramatic change in client eligibility criteria with respect to the new Title IIC upgrading and retraining programs. In effect, client income was not defined as a selection element in these criteria.

Client eligibility requirements for Title IIC programs, as defined in CETA, Section 675.5-3 were published in April, 1979 as:

A. For upgrading, a person must be:

   1. a. Operating at less than full skill potential, and

      b. Working for at least the prior six months with the same employer in either an entry-level, unskilled, or semi-skilled position, or a position with little or no advancement opportunity in a normal promotional line;

   2. Priority consideration shall be given to those workers who have been in entry-level positions for the longest period of time, and who have potential for upward mobility.

B. For retraining, a person must:

   1. Have received a bona fide notice of impending layoff within the last six months, and

   2. Have been determined by the Prime Sponsor, with the assistance of the local Employment Service, as having little opportunity to be re-employed in the same or an equivalent occupation or skill level within the labor market area.

These amendments to the CETA statute also defined the extent to which a Prime Sponsor might fund Title IIC upgrading and retraining activities. In effect, the upper limit provided was 6.5% of the Prime Sponsors Title IIB allocation. (CFR, Section 203. (b).)

The CETA regulations published in April, 1979 also contained a number of specific instructions with respect to implementing upgrading and retraining programs. These were treated in Sections 677.21 through 677.26.

All of the upgrading and retraining programs reported in this survey were developed and operated under these new provisions of the regulations.

New regulations issued by DOL in May, 1980 contained only one change pertinent to Title IIC programs. A change in eligibility criteria allows a worker to be employed by more than one employer in the six months preceding entrance to an upgrading program. The previous regulations had required six months of service with the same employer.

The May, 1980 regulations for the Private Sector Initiative Program (PSIP) activities authorized by Title VII of the Act also provide for CETA upgrading and retraining activities.

Such activities are clearly defined as allowable in the Private Sector Initiative Program (CFR Section 679.7 (b)). Eligibility criteria for persons in Title VII upgrading and retraining programs have been made identical with those applicable to IIC (CFR Section 675.5.7).

Further, up to 6.5% of funds allocated under Title VII may be used to enroll persons using the IIC provisions for upgrading and retraining. Up to 20% may be used if:

> "In the case of upgrading programs, the employer agrees to hire at least one economically disadvantaged person for each employee upgraded.
>
> In the case of retraining programs, Regional Administrator approval is first obtained."

(CFR, Section 689.6 (3) (i))*

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* Note: Department of Labor Field Memorandum No. 414-80 Dated September 22, 1980 further clarifies this.

II REVIEW OF STATISTICAL AND PROGRAMMATIC SURVEY DATA

The following summary is based on information obtained in a telephone survey of CETA Prime Sponsors which was conducted in April and May, 1980. An attempt was made to canvass all 473 active Prime Sponsors. In actuality, we were able to make telephone contact with 361, 76% of the total. Information on existing and pre-existing CETA upgrading and retraining programs was also sought from Regional Department of Labor Offices and from a number of appropriate public interest organizations.* Through these combined mechanisms, we are confident that virtually all of the upgrading and retraining programs which had been initiated under CETA auspices up until April, 1980, are identified in this report.

A tabulation of the number of programs reported, listed by Labor Department Region, appears on the following page. This simple data indicates that, on a national scale, CETA activities in the upgrading area have been quite limited and, in the retraining area, they have been rare.

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* For a list of these organizations, see Page iv in the Executive Summary.

RESULTS OF TELEPHONE SURVEY

D.O.L. Region	Number of Prime Sponsors in Region	Number of Prime Sponsors Contacted	Number of Prime Sponsors With Upgrading Programs	Number of Prime Sponsors With Retraining Programs	Number of Prime Sponsors With Both Upgrading and Retraining Programs
I	26	25	4	2	0
II	61	56	13	0	0
III	53	53	5	5	1
IV	68	68	11	0	0
V	106	64	10	0	1
VI	46	24	2	0	1
VII	23	18	1	0	0
VIII	17	13	1	0	0
IX	54	28	7	0	0
X	19	12	1	0	0
Totals	473	361 - 76%	55 - 15%	7 - 2%	3 - 1%

Upgrading Activities

Program Dimensions

Of 361 Prime Sponsors with whom we spoke, 58 reported that they had initiated upgrading programs. All but one had begun in FY 1980 and were still in operation.

Forty-five of these Prime Sponsors were able to give us program slot levels, in actuality or in plan. The total slot level reported nationally was 1,620. Distribution of program size by Prime Sponsor was as follows:

No. of Slots	No. of Prime Sponsors
1-10	16
11-20	10
21-30	5
31-40	4
41-50	3
51-60	0
61-70	1
71-80	2
100	1
121	1
225	1
357	1

Program Costs

Data on both costs and number of funded slots was available from 25 (43%) of the reporting Prime Sponsors. Individual training slot costs varied from $370.00 for a short, after-work-hours, classroom program in which Electronics Assemblers received training for upgrading to testers, to $14,280.00 for a year long, fully subsidized classroom/shop program designed to move semi-skilled production workers up to Engineering Technicians.

The average per slot cost in these 25 programs was $1,120.00 The median was $7,250.00 Discounting just three programs with individual slot costs over $10,000.00, however, the median would be about $3,500.00, a figure which reflects more accurately typical national activities.

Program Designs and Preliminary Results

Of the 58 Prime Sponsors reporting, 22 (38%) operate their upgrading program as an extension of their OJT contract activity, utilizing existing OJT marketing and contract administration systems. Also, since a large number of these Prime Sponsors reported operating their OJT program on the basis of one, two or three-slot contracts with small employers, their upgrading programs are apt to be of the same nature.

If one includes those Prime Sponsors who reported upgrading programs developed outside of their established OJT system, some 60% of all upgrading programs in this survey employ the on-the-job training method for occupational knowledge and skill acquisition. More formal training modes, e.g., classroom and apprenticeship, are utilized as supplemental elements in only a few of these programs. This circumstance may limit a Prime Sponsor's ability to measure actual levels of skill acquired. The results, however, of those OJT based programs which had been completed, are overwhelmingly positive, when measured by the standard of "successfully completed training and promoted to a new job with raise." The average is well over 90% of those originally enrolled.

Those existing upgrade programs which do feature formal classroom, shop or clinical training (40% of the total) seem to exist in only a limited number of occupational fields. Probably this is an accurate reflection of some national skill shortage occupations.

Ten of these surveyed programs, which contain about 150 slots, were in the health care field; most entailed the upgrading of Nursing Assistants to Licensed Practical or Vocational Nurses. Seven programs reported a concentration on classroom and training shop activities in the mechanical and metal-working fields -- almost 300 contract slots were included. Five programs with training of the same formal nature had enrolled 175 workers for upgrading in skilled electrical and electronics classifications.

Those programs which were characterized by extensive off-the-job training were more likely to have included a high degree of private sector involvement in their design and operation than did the more heavily OJT-oriented programs reported. Less than 20% of the former programs had been completed at the time of this survey. Of those which had, about 85% of the workers trained had received their upgrading promotion.

Program Backfill

With just two exceptions, all Prime Sponsors operating upgrading programs had obtained agreements from participating employers to hire CETA clients on at least a one-for-one basis for each worker upgraded. These backfill commitments, in virtually all cases, provided that this hiring was to take place before the end of the worker's upgrading training period.

More than half of the Prime Sponsors reported that this commitment was a formal element in the terms of their upgrading contracts. The others relied on letters of intent and verbal agreements.

Almost unanimously, the surveyed Prime Sponsors reported that these backfill commitments were being honored. The few exceptions noted were in companies seriously affected by cutbacks in automotive industry manufacturing.

Several Prime Sponsors made the observation that their upgrading activity had led to a dramatic improvement in their relationships with employers and that they were experiencing three to five new hires from CETA referrals for each worker upgraded.

Most of these backfill commitments and actual hires have involved unsubsidized entry-level jobs. Several Prime Sponsors, however, have made deliberate efforts to promote the hiring of graduates of Title IIB training activities or of unskilled CETA clients in OJT contracts, in jobs of significant potential.

Other Organizations Involved

Six of the Prime Sponsors reported an active involvement by a Private Industry Council in the initiation of their upgrading activities. Now that PIC's have been established on a wide scale nationally, it might be expected that such employer groups will be particularly sensitive to the role upgrading can have in meeting local skill-shortage needs and economic development initiatives. PIC's should certainly be responsive to the idea of upgrading current employees who have demonstrated reliability, loyalty and good basic work habits.

Three other Prime Sponsors described situations in which local employer associations had been active in upgrading program design and operation.

Local labor organizations played a major role in the development of upgrading programs in two Prime Sponsor areas and both continue a significant involvement in program operations as subcontract trainers and/or program marketers.

Retraining Activities

Our April-May, 1980 survey in which contacts were made with 361 Prime Sponsors, identified just ten CETA retraining programs. All had been initiated within the past year and most were still in operation. The total number of training slots funded in these 10 programs was 472. Distribution of program size was as follows:

No. of Slots	No. of Prime Sponsors
1-10	3
11-20	1
21-30	0
31-40	0
41-50	0
51-60	3
61-70	2
140	1

Planned costs for these programs varied from $1,000.00 to $5,000.00 per retraining slot. The average estimated cost was $2,650.00; the median was $1,750.00.

In half of these programs, no stipends or subsidized wages were planned for the laid-off workers during the training period. Most of them were eligible to receive unemployment insurance benefits.

OJT was the sole training method used for about 35% of the retraining slots funded; 40% utilized formal classroom/shop pre-employment training; and 25% combined the OJT and classroom modes.

Three of ten programs involved the training of a large group of workers (60 to 90) based on a pre-hire commitment from a single employer. In two of these cases, the jobs entailed rehiring in a new occupation by the workers' former employer. In the third instance, the participating employer was in a different business field but had taken over the plant facilities at which those laid off were formerly employed. A total of 209 retraining slots were involved in these three projects.

Four of the ten programs provided pre-job vocational training in occupations identified as being in long term demand in the local labor market but without employer prehire commitments. The occupational areas involved were: welding, sheet metal fabrication, machine tool operation, heating, ventilation and air conditioning, trailer truck and construction equipment operation. One hundred and ninety retraining slots were conducted in this manner.

The other three retraining programs which reported are based on individual job development with diverse employers, utilizing small OJT contracts.

Labor unions representing the laid-off workers to be served, have been significantly involved in the development of three of the largest of these retraining programs. In one of these instances, the labor union has been retained to provide vocational skill training, and in two of the pre-job training programs the union has been active in job development.

The retraining program area would seem to present a unique opportunity for meaningful labor organization participation in future CETA activities. Unions certainly have serious interest in and a measure of obligation to workers who have been laid off by employers with whom they have collective bargaining agreements. Many unions have outstanding vocational training establishments or the ability to identify or develop such resources effectively. And, perhaps the most important of all capabilities which a labor organization might represent as an associate in CETA activities is in the area of job development for retrained workers -- particularly in the market made up of those employers with whom the union has formal contract relationships.

One of the large-scale retraining programs described in this report has been suspended due to a single company's business problems. One program has been completed and reports the placement of 13 out of 14 original enrollees in highly desirable unsubsidized jobs.

All of the other retraining programs identified were in early or mid-operation at the time of this survey. Thus, further information on final program outcomes was not available for this report.

III. MANAGEMENT PRINCIPLES AND OPERATING PRACTICES

It is clear from the listing of upgrading and retraining programs in Section V of this report that the structures of existing programs vary markedly, as does the status of the clients served and the make-up of participating employer organizations.

The 12 programs selected for field visits by our staff were chosen because they seemed to be illustrative of one or more of these variant factors. Also, the labor market conditions in which these particular programs were developed appeared to represent circumstances which are or may become common to many other geographic areas.

In this Section, the authors have attempted to synthesize the information which the Prime Sponsor, Private Industry Council and subcontractor operators of these programs have given us. In supplementing this data with the results of our literature search and with the authors' own judgments based on many years of experience in the development, marketing and operation of employment related public programs, we hope that this material will be helpful to those interested in initiating, refining or expanding upgrading or retraining programs.

Upgrading Program Concepts

The capability of CETA organizations to fund upgrading training is a resource of significant potential in consideration of labor market needs and opportunities. In the spirit of the current legislation, utilization of that resource by a CETA organization should result in a betterment of work opportunities for a community's unemployed and underemployed. However, such results may be either immediate or longer term as illustrated by the programs in this report.

A number of the upgrading programs in this survey impact quite immediately and positively on persons employed in low wage, relatively low skilled jobs. They are given a chance to acquire new occupational capabilities and move directly into higher paying, more desirable jobs, while retaining the security of their relationships with their current employers. The upgrading programs reported in Broward County, Florida, San Francisco and Fresno, California, and for the most part, those operated by the Louisiana Department of Labor and the North Carolina Bureau of Apprenticeship and Training, are all of that nature. (See Section IV).

Other existing programs, in which the persons receiving upgrading training already possess significant skills, accomplish the same basic goals in a more indirect manner.

Some creative entry-level opportunities which might not exist either for CETA clients or for any others in the community, by helping employers to enhance productivity. This is the case in programs in Milwaukee, Wisconsin and in Erie and Chautauqua Counties in New York which are described in Section IV.

Some programs, by reciprocal backfill agreements and by improving CETA-employer personal and organizational relationships, assure the hiring of CETA clients in industries where opportunities for unskilled persons from disadvantaged backgrounds have not been common in the past. The construction industry program in West Virginia and the automotive dealership program in Portland, Oregon are illustrative.

In the conduct of this survey, our staff spoke with hundreds of Prime Sponsor officials who were not operating upgrading programs. A few were not aware of the April 1979 regulations change in eligibility criteria for IIC activities, and some others had consciously decided that upgrading activities were not appropriate to their labor market area and/or to the best advantage of their disadvantaged community.

A great many of the CETA managers and planners told us, however, that they regarded an insufficient clarity in the IIC regulations as a deterrent to pursuing upgrading program prospects.

Their concern centered on Section 675.5-3 of the April 1979 regulations which, in part, required that a worker's eligibility for CETA funded training depended on the person's status as:

> "...operating at less than full skill potential...in either an entry level, unskilled or semi-skilled position or a position with little or no advancement opportunity in a normal promotional line..."

The survey staff interpret this widely reported concern as a fear that upgrading programs would be considered inappropriate for funding by DOL authorities unless the workers involved could be clearly identified as members of those groups defined in the statement of purpose of Subpart C of the regulations (CFR Section 677.21) as:

> "locked into low paying, dead-end jobs."

With respect to this matter, the Department of Labor did state in its supplementary information introduction to the April 1979 regulations that:

> "The Department believes that more detailed regulations at this time regarding eligibility for upgrading would unnecessarily limit the flexibility of programs and would not be in keeping with the demonstration nature of the program."

It should also be noted that the changes in DOL regulations published in May 1980, extended Title IIC's eligibility criteria to upgrading and retraining activities to be conducted under Title VII Private Sector Initiative Programs.

Many of the programs reported here which include a CETA training investment on behalf of workers who already possess significant skills are in fact local job creation activities. Often, solving individual company or local area skill shortages serves as a stimulus to effective productivity which, in turn, results in increased employment needs and training opportunities for those unemployed who do not possess marketable skills.

Further, all of the upgrading activities reported here have had near-immediate payback in terms of the hiring of disadvantaged CETA clients through backfill agreements. Some have had an even more lasting impact in terms of enhancing CETA organization-private sector relationships and generally improving employer attitudes toward CETA clients as job applicants.

Retraining Program Principles

The CETA legislation and regulations allow and in fact encourage Prime Sponsors and Private Industry Councils to utilize Title IIC and Title VII training resources in the interest of the continued employment, or re-employment, of workers who have been subject to lay off and who do not have occupational skills in local labor market demand. A good deal of flexibility in program design is provided so that such training can be tailored to local employment conditions. Also, such training can be provided before these workers experience the trauma of an extended and depressing period without a job as has been the circumstance with most other CETA clients.

The principal means in prospect to help these workers is the provision of training in which they acquire new skills for which there is a requirement in the local market. Whenever possible, such training should be tied in with a solid employer commitment of a job for the workers involved.

In two of the retraining programs contacted by the survey staff, the employer who had been compelled by economic conditions to lay off workers in one department was able to offer jobs to these same men and women in another operation, based upon their CETA-funded retraining in a different set of occupational skills. Delaware County, Pa. CETA arranged a combination classroom and on-the-job retraining program for 59 workers in this kind of circumstance. Likewise, the Balance of State Prime Sponsor in Louisiana developed a large-scale OJT program involving the re-hiring of 90 workers who had previously been laid off from a phased-out division of a major steel casting business.

More commonly, employment opportunities had to be developed with companies other than the worker's former employer. For example, the Allegheny County, Pa., Prime Sponsor approached a company which was new to the area and which had taken over plant facilities formerly occupied by another firm which had closed and had laid off a number of workers. A two-phase retraining program resulted from this initiative. The Prime Sponsor enrolled 60 of those laid-off workers in a metal working skills training course at a local Community College on the basis that after they had acquired basic knowledge in this field, the new company would hire them and continue their skills training with the support of a CETA OJT retraining contract.

Other Prime Sponsors have developed retraining programs by utilizing their OJT contract marketing staff to canvass likely employers in order to develop OJT contracts for individual laid-off workers. All such OJT contracts of course apply the "hire first" principle.

The Louisiana Department of Labor will develop about 100 OJT opportunities for laid-off workers during FY 1980 in this manner.

The Lehigh Valley, Pa. Prime Sponsor supplemented the efforts of their regular OJT contract staff in seeking retraining opportunities for a large group of workers laid off from local cement producing plants. The Prime Sponsor offered a job seeking skills training seminar for the workers to help them improve their ability to sell themselves as employment applicants, equipped them with OJT contract program vouchers to use in their job search, and led a spirited publicity campaign on the workers' behalf utilizing local radio, press, and business associations.

Other Prime Sponsors have found that local conditions made it appropriate to concentrate their retraining efforts on pre-job classroom-shop training in occupations in demand, even without pre-hire commitments from employers.

In many states, it is possible for persons who have been laid off to attend such training while receiving unemployment insurance benefits. Thus CETA costs can be a good deal lower than would be stipended Title IIB training in the same occupations. The re-training programs operated in Beaver County and Lehigh Valley, Pa. territories are illustrations of this practice.

Labor union involvement has been an important factor in the success of the retraining programs funded by the Balance of State West Virginia and Bridgeport, Conn. Prime Sponsors. In both instances the labor union in which the laid off workers are members agreed to participate in the placement of the workers in new, unsubsidized jobs, once their retraining in new skills had been completed under CETA auspices. The Bridgeport Local #191 of the International Brotherhood of Teamsters, Chauffeurs, Warehousemen and Helpers of America was involved in the placement of former warehouse personnel who had been retrained as Trailer Truck Drivers in Bridgeport. In West Virginia an affiliate of the State Labor Federation, AFL-CIO, participates in both training and placement of laid-off workers who are obtaining heavy equipment operator jobs in the local construction industry.

Variances in local employment conditions have occasioned the wide range of retraining program designs described in this report. This implies the kind of evaluation of labor market realities which is basic to all effective publicly supported employment and training activities.

The minimal use of retraining programming by CETA entities in the past year suggests, however, a lack of consideration of the need for and potential use of this resource in many geographic areas.

The authors believe that the first remedy for this circumstance is a clear communication to Prime Sponsors and Private Industry Councils concerning their authorization to initiate retraining activities, and the terms and conditions under which such programs are to operate.

Based upon our survey contacts with hundreds of Prime Sponsors, the following features of the present CETA regulations on retraining programming are not well known and need particular emphasis:

- Workers who have been laid off or who have received notice of impending lay off within six months of CETA enrollment are eligible for retraining programs without regard to their family income status. The only other pertinent eligibility criterion is that the Prime Sponsor determine, with the assistance of the local employment service, that these workers have little opportunity to be reemployed in the same or equivalent occupation or skill level within the labor market area.

- In instances where the laid-off worker's former employer does not express interest in retraining, programs and services may be initiated in the worker's behalf with or without a pre-hire or "hire first" commitment from another employer. Such a commitment is of course always valuable in making investments in training, but it may not be possible to obtain in some labor market conditions.

- Retraining programs are to involve only those occupations which:
  - teach participants new skills distinct from those possessed upon entering the program;
  - provide reasonable expectation of continued employment;
  - are deemed to represent a skill shortage in the local labor market.

Retraining programming is pertinent to the needs of many thousands of unemployed or soon to be unemployed workers in many parts of the country. The utilization of this important CETA resource depends, however, upon an effective communication concerning its availability within local communities.

Employers, unions, state job service and unemployment insurance administrators, economic development organizations, educational institutions and social service agencies should all be fully informed.

Even more important, in terms of both legal obligation and moral justice, workers who are immediately or potentially subject to job layoffs should be advised that retraining programs can be made available through their area's Prime Sponsor organization or Private Industry Council.

In the authors' opinion, that communication is a serious and important responsibility of CETA Prime Sponsors.

Dealing in the Labor Market

The upgrading and retraining programs which were visited during the survey seemed to have proceeded along a number of common lines with respect to program development. Other groups considering the initiation of upgrading programs may find it helpful to review the thinking and practices of, and in fact the problems encountered by, the experienced program operators who were involved. There may well be interesting parallels in other geographic areas.

It is perhaps grossly simple to state that the basis of a good upgrading or retraining program is the identification of a worthwhile occupation for which an employer has a current need.

Making that identification and stimulating that employer to utilize CETA resources in order to fill that need, however, can be far from simple.

There are several traditional and widely used methods of identifying local skill shortage occupations. The Bureau of Labor Statistics can frequently be of assistance as can the research units of state job service agencies and economic development departments. In metropolitan areas, a consistent review of newspaper want ad columns will provide similar information on the current job market.

But the most effective and all too often neglected method is to ask local employers directly. Not only will this produce reliable and timely information, the inquiry itself is the kind of effort which can lead to employer involvement and participation.

Often communication of this nature is best pursued through a dialogue with organized employer groups such as Trade Associations, Chambers of Commerce and of course the Private Industry Councils. Even where such clearly delineated employer groups do not exist, one might try other community organizations (e.g., Kiwanis, Rotary, Lions) which include a number of business people in their membership. Involving an established business group early in program development may also lay the groundwork for employer involvement in program marketing within the peer group, in training design, and in quality control of program operations.

An early and active contact with local labor organizations is also wise and can yield similar results. Area offices of the Human Resources Development Institute, AFL-CIO, will be happy to offer their assistance.

There are outstanding upgrading programs in Milwaukee (production machinery mechanics) and Broward County, Florida (electronics technicians), both of which involve industrial employer associations brought into public training activities through Private Industrial Councils. The Lehigh Valley, Pa., PIC and the Bethlehem, Pa. Chamber of Commerce are the mainstays of the successful retraining program in that area.

This kind of happy blending of private sector needs with public social causes has also been achieved by direct Prime Sponsor initiatives. Consider the relationship of Erie County, New York CETA with that area's tool and die and precision machining business associations; Fresno, California's work with the (San Joaquin) Central Valley Health Care Association; and the role of two established labor-management councils in the development, design, and operation of upgrading programs in Chautauqua County, New York.

Identifying and building productive relationships with established employer groups and large union organizations may not be possible in significantly rural areas or other localities with widely separated employer work sites. (The San Joaquin Valley and Chautauqua areas are a long way from being dense population centers, however).

In such situations, effective communication with employers, to identify occupations which justify training investment and to promote employer utilization of publicly funded training activities, seems to depend principally on that time-honored, often highly effective ingredient--perspiration.

Perhaps those responsible for marketing upgrading and retraining programs on a large scale in such areas might consider building sales delivery systems analagous to the highly effective commercial endeavors of companies like Avon Products and Encyclopedia Brittanica.

There are three basic ingredients.

The first is a data base: names, locations, activities and size of potential employer customers. Such information is often available from CETA-associated government units (job service, state corporate registration, economic development, etc.), industrial trade directories, commercial information bureaus (e.g., Dunn and Bradstreet), and from that gold mine of resource data in the employment and training field, the telephone company yellow pages.

The second is the generation and use of mass communication aids. Well written, simply designed and produced information brochures, distributed (inexpensively) by mail, can open many doors. The radio and television media usually welcome a chance to observe their public service time obligations by presentations on programs that are new, lively and "newsworthy." On the topic of news, there is an axiom among public relations professionals that one good feature news story is equivalent to a fortune in paid advertising and there are a host of elements about upgrading programs, in prospect, in progress and on completion, that can make for good publicity through local newspapers.

The final and of course critical ingredient is aggressive sales people who know their product, who understand its application to the employer-customer's needs and opportunities, and who channel their efforts to a consistently high quantity of sales calls. (Most of the people we met in this role seemed to have no difficulty carrying out training content development and project monitoring duties, in addition to their line sales function.)

During our field survey work, we saw several examples of high volume, quality programs in substantially rural areas. The people we met in the field sales crews in the states of Louisiana and North Carolina certainly embody the key characteristics noted above. The results of their work are described in our field reports on these areas.

Quality Occupations

It is obvious that a CETA entity implementing upgrading or retraining programs in the marketplace has responsibilities additional to those of a marketeer.

One of these involves the determination with reasonable assurance that the fund of knowledge and vocational skills acquired through the training are pertinent to an occupation which has and will continue to have considerable value in the labor market.

The occupation should also command a level of income that implies practical economic self sufficiency for the fully qualified and proficient. One could suggest a consideration of an area's "average cost-of-living index" which is published periodically by DOL's Bureau of Labor Statistics in making judgments in this area.

Naturally, the occupation should also be one in which people in general are going to be reasonably happy to spend about a third of their future lives. Working conditions, personal associations and even community mores, can be important.

A number of the programs described in this report appear to represent thoughtful and valid judgments in this area of job quality. Well they might, since very considerable financial investments are entailed. The health care occupations chosen in San Francisco and Fresno, California, the electrical/electronics positions in Broward County, Florida, and the automotive mechanics jobs in Mutnomah - Washington County, Oregon, all seem to represent skill shortage areas which exist in many parts of the country.

The selection of training in heavy construction equipment operation in West Virginia appears more a judgment based on local conditions, though there is no question about the long-term requirement for persons with these well-compensated skills in localities where the construction industry is active. The Bridgeport, Connecticut Prime Sponsor's decision to train Trailer Truck Drivers also was heavily influenced by local circumstances. That city is the largest commercial port and one of the leading transportation centers in New England.

Perhaps the most interesting choices of occupational skill training areas we have seen were those in Milwaukee, Wisconsin and Erie County, New York. Three important values seem to have been involved. The persons receiving training were developing the know-how to become technicians capable of working with highly advanced metal working or processing equipment; they will be in high demand in those industries for years to come. The existence of these skills in the local labor markets is a critical necessity in the industrial economic health of their entire communities. The jobs obtained by disadvantaged clients through employer backfill agreements in these programs are solidly in the primary labor market. These jobs are characterized by high wages, broad fringe benefits, good labor-management environments and opportunities for upward mobility through skill advancement.

Whatever the type of upgrading or retraining programming appropriate to a distinct labor market area, the development and application of high standards in the matter of occupational quality is most important.

In that context, a comment seems in order on the current and potential value of area-wide upgrading and retraining activities which consist of a large number of one or two-slot contracts in the on-the-job training mode.

That kind of program is undoubtedly appropriate in many labor market areas. In fact, something like two-thirds of the workers of America are employed in small companies which are the prime market for small OJT type upgrading and retraining contracts.

We are bound to observe, however, that it is difficult for a Prime Sponsor or Private Industry Council with operating responsibility for such an area-wide, complex OJT program, to exercise control in the selection of quality occupations. Larger scale, single occupation programs which involve a central classroom-shop-clinical training component (and which often include participation by a number of small employers) seem, by their nature, to lend themselves to more effective control.

As a caveat to those new to the field, no one has yet found a "system" that eliminates the need for human judgment in the matter of selecting quality occupations for the investment of public training funds. The widely used Dictionary of Occupational Titles "Skill Code" and "Specific Vocational Preparation" indices, are at best only helpful references.

The matter requires an honest application of business and social knowledge on a local basis, and a conviction that the purpose of expending training resources is the acquisition of significant, marketable skills of long term personal and economic value.

Clients Served

In terms of the programs reviewed in our field visits, the people actually receiving training represent a wide spectrum of social and economic circumstances. There are persons whose pre-upgrading job was low-skilled and at near minimum wage as in Fresno, California. There are Erie County, New York, machinists, many of whom qualify as tool and die makers whose income is well above average for industrial workers. Yet local conditions make both of these programs effective in serving the needs of the area's disadvantaged population.

The comments of the program operators visited indicate that it is important to consider the differing occupational and social backgrounds of the people who might be served , in formulating upgrading and retraining programs.

Those Prime Sponsors operating upgrading programs for the working poor reported that oft times they had to deal with fears of the prospective trainees which seemed to be based on a lack of self-confidence.

At the same time, there were occasions of employer skepticism relative to these same workers learning to perform successfully in jobs usually staffed by people from more advantaged backgrounds--particuarly in terms of formal educational backgrounds.

What those employers needed to realize, and ultimately conceded, is that the primary value of high school diplomas and many other kinds of academic certifications is simply an indication that a person has the ability to acquire knowledge and the self-discipline to use that ability in a controlled environment. Some workers can and do prove they have these characteristics by their actual performance in their every day jobs.

These employers found that upgrading training is a mechanism to provide those workers with the specific fund of knowledge which they need to increase their value to the firm's operations. It will enable them to perform in more demanding and responsible job classifications which are often difficult to staff from the available labor market.

The problems of self-confidence encountered in the worker upgrading groups were, for the most part, alleviated by the employer's decision in selecting the individual for training. The workers felt that their employers knew their abilities and had a very good understanding of what it would take for them to advance to the higher skilled operations. They regarded the confidence which the employers were expressing in selecting them, on a personal basis, as a prime indicator of their own ability to succeed.

Sponsors who have initiated upgrading programs for the working poor also stressed the importance of constructing training content in terms of the worker's current knowledge and the factual requirements of the job to which they were advancing. For example, the "standard" curriculum for training electronic technicians may not include a review of basic arithmetic functions, but that may well be in order for an upgrading group before proceeding to the application of algebraic and trigonometric functions. On the other hand, traditional academic preparation for health care occupations often includes courses which are primarily cultural in value; perhaps it would be well to omit them from job-focused upgrading training.

Several of the circumstances encountered by the CETA organizations operating upgrading and retraining programs for industrial workers who were or had been employed in occupations of significant skill and high wages, are also worth noting.

For the most part, workers of this status who were participating in upgrading training had agreed to invest their own time, without wage or stipend in order to acquire the new skill. One training operator told us, with obvious professional delight, that this led to his group being "fussy customers." The workers wanted to feel that the training offered had practical value in real job terms, on a quite immediate basis. To meet these views the training operator, Foundry CAST Inc. in Milwaukee, made a wise change in the sequence of training content. The shift was to a higher proportion of "hands-on" training with industrial machinery components in contrast to an original plan for a greater measure of classroom work in engineering technology during the early phase of the program.

The Milwaukee, Wisconsin, and Erie County, New York, Prime Sponsors whose upgrading programs involve workers who hold relatively high-skill, well-paid jobs in the metals industry also encountered what might be termed a negative social reaction from some members of the training group. These workers expressed a reluctance to provide the personal information requested of them in connection with their participation in CETA activities. Particularly, some felt that asking for specific information on their current family income was inappropriate.

(In the authors' reading of the regulations, Title IIC and VII upgrading and retraining program participants are not required to provide specific family income figures for enrollment purposes. The standard CETA intake data information, detailed in the Forms Preparation Handbook, would seem to make their statement of a family income in excess of the "Lower Living Standard Income Level" sufficient.)

Retraining programs can also involve natural but sometimes problematic trainee attitudes occasioned by the circumstances of their former employment. For example, the Lehigh Valley, Pa., retraining program officials were disappointed at the low number of laid-off cement workers who wished to enroll in retraining courses offered in welding, machine tool operation or Heating-Ventilation-Air Conditioning. The extremely high wages (by local standards) which they had been earning in their former jobs in the cement industry, were the restraining influence. Some significant work had to be done to inform them of labor market realities with regard to wage expectations.

The need for thoughtful consideration of the personal backgrounds and attitudes of the persons who are to receive upgrading training is apparent from the experience of the Prime Sponsors who have contributed to this report. So too is the requirement for clear, complete communication with all parties involved: employers, training suppliers, union representatives and most importantly the workers themselves, before program plans are finalized.

Training Methods

On-the-Job Training

Some 57% of the Prime Sponsors who reported operating upgrading and retraining programs utilize on-the-job training as the major component of their program. Most of them have made this determination in consideration of the diversity of businesses and the wide geographic distribution of employers in their labor markets. Although some of these sponsors have initiated large, multiple-slot contracts with single companies (e.g., Schuykill-Carbon, Pa.; Palm Beach, Fla.; BOS Louisiana), most of the OJT-based contract slots reported are funded in one-or-two-slot contract programs with small employers.

Some of these Prime Sponsors have also made contract provisions for a limited use of classroom training (i.e., less that 10% of total training time) to supplement that received on the job. In many of their programs, it is provided by company supervisory or technical personnel at the job site. In a few programs OJT trainees are attending job-related courses at local technical schools and community colleges for several hours a week.

The North Carolina Bureau of Apprenticeship and Tranining conducts an interesting upgrading program of this nature on behalf of five Prime Sponsors in the state. All upgrading slots funded in the programs which this organization administers are on the list of apprenticeable occupations and all upgraded workers are enrolled in state-certified apprenticeship programs. This means that formal training for many of these workers continues beyond the CETA subsidized period.

The Louisiana Department of Labor manages the largest upgrading and retraining program in the country and it is based almost exclusively on OJT contracts with small employers. More than 490 workers will participate in upgrading and retraining programs in this Sponsor's Balance of State territory during FY 1980. The Department's field representatives stress detailed, explicit outlines of the training to be received and finite measurements of the worker's advancing skills in their contract documentation. Backfilling with new hires from the disadvantaged group is a strict requirement of all upgrading contracts and the use of Title IIB OJT contracts for jobs of significant skill is encouraged.

Classroom

An emphasis on off-the-job classroom, shop or clinical training seems a characteristic of those upgrading and retraining programs which involve multiple employer participation and a heavy employer contribution to training design.

The employer designed upgrading programs for health care occupations in San Francisco and Fresno, California, and the Private Industry Council initiated program for Electronic Technicians in Broward County, Florida, devote a year or even more to off-the-job training. The very great measure of advancement in skills and wages for the workers involved seems commensurate with this design. On the other hand, the PIC-sponsored classroom retraining activity in Lehigh Valley, Pa. is short and basic in scope with respect to the skills to be obtained.

On the same principle, the employer association designed and operated upgrading program in Erie County, N.Y., is targeted on the worker's acquisition of a very specific, single new skill. The quantity of training hours is relatively short and workers attend after their regular work shift without salary or stipend. The later arrangement is certainly a test of the motivation and stick-to-itiveness of the participating workers and of their evaluation of the worth of the training to them. The program has a 100% completion rate thus far in its operation.

This wide variance in duration and content of employer designed training programs seems to indicate a valid and realistic approach to local labor market needs.

Combination

Three of the upgrading and retraining programs reported in this survey illustrate a third distinct approach to upgrading training, namely a blend of extensive classroom and on-the-job training.

The Allegheny County, Pennsylvania retraining program, which is described in Section V, combines off-the-job classroom training in metal working skills at a community college with follow-on job placement and OJT Training for laid-off assembly workers.

The Oneida County, N.Y. Prime Sponsor and its Private Industry Council have an upgrading program for Screw Machine Set Up Operators which involves a two-phase, 46-week Training curriculum. The first 20 weeks combines classroom technical work at a local community college supplemented with four hours per week of in-plant, off-the-job instruction. Phase II of the program consists of 26 weeks of on-the-job training. Workers who complete the program, in addition to advancement in job classification and wages, will receive 18 hours of undergraduate college credit and added time credit toward screw machine apprenticeship from the State's Apprenticeship Bureau.

The Mutnomah-Washington, Oregon, automotive mechanics upgrading training program involves one day a week attendance at an automotive training center for classroom and shop instructional work over a six-month period. During the same 26-week period, through coordination with the training center, participating employers assign the workers on-the-job tasks which will apply the knowledge and skill which they are developing in the classroom. This on-the-job training period is not subsidized.*

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*Those interested in learning more about detailed operations in the programs cited here will find additional information in the following two sections.

IV FIELD REPORTS ON 12 SELECTED OPERATION SITES

Of the 65 Prime Sponsor organizations that were identified as operating upgrading and/or retraining programs, we selected 12 sites to visit. They were selected because we felt they represented an interesting variety of factors in program development and operation.

Consideration was given to such elements as size of program, types of occupations, clients served, training methods, labor market and geographic conditions; and the involvement of organizations such as Private Industry Councils, Unions, Job Service, Trade Associations, Colleges and Chambers of Commerce.

We wish to extend our appreciation and thanks to all of the people whom we visited for their support, cooperation, and gracious hospitality.

Fresno County, California

In May, 1979, the Fresno Employment and Training Commission, which is responsible for CETA operations in Fresno County, California, initiated a $309,000 upgrading program designed to provide the professional training necessary to upgrade 24 people then employed as Nursing Assistants to new positions as Licensed Vocational Nurses (LVN).

In June, 1980, 22 of the original enrollees successfully completed the training. All have passed their state licensing examinations and have been promoted to LVN's within their sponsoring employer organizations, with salary increases averaging $72.00 per week.

The development and operation of the IIC upgrading program involved an extensive collaborative effort by the Fresno Employment and Training Commission, an appropriate local employer association, and an accredited nursing education institution.

Fresno County, with a population of approximately 480,000 is located in the beautiful San Joaquin Valley of central California. The region's economy is predominantly based on agricultural activities, but service industries account for a substantial amount of employment. The unemployment rate in the area during the first five months of 1980 has ranged from 8.4% to 10.2%, with an average of 9.3%

Over the past several years, long-term, health-care facilities in the Valley have been handicapped in their ability to meet an expanding need for their vital community services by an area labor market shortage of Licensed Vocational Nurses.

This situation, coupled with the fact that a number of persons employed as Nursing Assistants in these institutions were not in a favorable position for internal job advancement because of a lack of professional training, formed the basis for the creation of a Title IIC upgrading program in May of 1979. The Nursing Assistant employees to whom the program was to be offered earned an average wage of about $3.50 per hour; on promotion to LVN, they could look forward to a wage of $5.30 per hour.

The program design was a collaborative effort involving the Fresno Employment and Training Commission (FETC), a local chapter of the Central Valley Health Care Association, a private-sector employer group, and Fresno City College.

The basic program structure involved attendance at classroom and clinical training conducted by Fresno City College, for 56 weeks on a full-time academic schedule. The training in the curriculum included all elements necessary to build the fund of knowledge and degree of supervised experience necessary for obtaining a state license as a Licensed Vocational Nurse. Fresno CETA authorities allocated $309,000 to fund a 24 slot program in this design.

Four health-care institutions participated in the program. Persons employed as Nursing Assistants in these firms were informed of the program, and after determination of CETA eligibility, employers selected

24 of their workers. Formal entry criteria included only the past completion of the tenth school grade with a minimum academic average of 2.0, and the attainment of a passing score on a current test of basic arithmetic functions.

The workers entering the program were released from their regular duties for the full 56-week training period. They remained in full status as employees with respect to pay benefits, seniority, etc.

The CETA allocation included full costs of tuition at the City College, uniforms, and course materials. A small sum for child care and transportation assistance was also included. Employers were reimbursed for the full wages and fringe benefit costs during the 31 hours per week in which the worker trainees were in classrooom or clinical training activities. (Some workers returned to their regular jobs for the additonal nine hours of their regular work week.)

The participating employers absorbed all administrative expenses and also provided individual tutoring, which became necessary for some of the students.

The health-care institutions also made a commitment in their individual contracts with FETC for the unsubsidized employment on a one-to-one basis of 24 other CETA clients, during the period of the workers' training. Reports early in June, 1980, indicated that 34 economically disadvantaged persons had been hired in entry-level jobs through this arrangement.

Two of the original 24 workers resigned from the program for personal reasons during the upgrading training. Twenty-two proud, prospective California Licensed Vocational Nurses received Graduation diplomas on June 20, 1980. By August, all had been promoted to LVN positions with salary increases averaging $72.00 per week.

FETC, the participating employers, and all of the upgraded workers are enthusiastic about the success of the program.

A similar program, doubled in size, and utilizing Title IIC funds, started operations in July, 1980. A number of additional health-care organizations will participate.

Perhaps the most sure indicator of the effectiveness of the LVN program comes from the Nursing Assistants at the institutions which will be participating. They are reported to be "cracking the books" on their own, in order to improve their chances of being selected for the program.

San Francisco, California

In the summer of 1979, the San Francisco, California CETA Prime Sponsor applied $18,000 in Title IIC funds to an existing upgrading program for persons being trained as Licensed Vocational Nurses. The program had been established under the State Governor's auspices utilizing both federal and state funds; the impact of the passage of Proposition 13 in California created a need for supplemental funds to finance the continuation of the program. Thirteen of the 16 CETA eligible upgrading trainees who entered the program are expected to graduate and become LVN's in November, 1980.

The Mayor's Office of Employment and Training (MOET) is responsible for CETA operations in the City and County of San Francisco, California. The total population of the area is approximately 650,000 and the average unemployment rate in the first six months of 1980 was 6.3%, a rate lower than the state-wide average.

A program to upgrade 16 Nurse Aides to the position of Licensed Vocational Nurses was begun in March, 1979. Using the facilities of the San Francisco Community College. This program was funded through the California Governors CETA discretionary grant and state educational resources.

Soon after this program began, it became apparent that there would be insufficient funds to continue the program during the coming summer months. This circumstance was due to cutbacks in state resources for that fiscal year resulting from the passage of California Proposition XIII.

In order to keep the program operational, the San Francisco Prime Sponsor decided to use upgrading funds under Ceta Title IIC for the four month summer period.

The total Ceta cost of the program during the summer of 1979 was $18,000. These funds were used to pay only the Instructional Costs at the Community College. The trainees receive no stipends as they continued to receive their regular wage from their employer while in training.

The program consists of four semesters with a total of 1700 hours of instruction divided into 1200 hours of clinical practice and 500 hours of theory. The trainees receive clinical practice and theory in the following areas: general medical-surgical nursing, neurology, endocrinology, muscular-skeletal systems, gastro-intestinal system, obstetrics, and gynecology.

As of June, 1980, of the 16 trainees who started the program, 13 were still in training, and, with the program due to end in three months, there are high expectations that all 13 will complete. The success rate of graduates of the San Francisco Community College in passing the State Licensing Exam is virtually 100%

In anticipation of a similar shortage of state funds, the Prime Sponsor set aside FY 80 funds under Title IIC to continue the program during the summer of 1980. It turned out, however, that there was sufficient governors grant money to fund the balance of the program.

Bridgeport, Connecticut

One of the country's earliest Title IIC Retraining Programs was developed by the Bridgeport, Connecticut Manpower Consortium's Employment and Training Administration, that area's CETA Prime Sponsor organization. The program, which was designed in late 1979 and operated in early 1980, involved a collaborative effort with local 191 of the International Brotherhood of Teamsters, Chauffeurs, Warehousemen and Helpers of America.

Through the program, 14 men who had been laid off in October, 1979, from their long term jobs as dock workers due to a single transportation company's closing, were retrained to become "Class I" state licensed Tractor Trailer Truck Drivers. All but one worker passed the state test and, within a few weeks of completing this process, 13 of these men were working in their new occupation at a wage rate of $11.45 per hour. Total program costs for these retrained workers were just $13,200.

Bridgeport, Connecticut is an older New England industrial city. Its principal businesses are transportation, metal working and defense-related products. Bridgeport is the major non-military harbor in New England.

The city's population is about 150,000 (the Bridgeport CETA entity serves a population area of about 375,000), and 53,000 of the city's population are CETA eligible. Minority population in CETA programs is about 50%. The unemployment rate in the area has been relatively stable at a little over 7% during the first 6 months of 1980.

In the fall of 1979, a middle-sized firm in the transportation/warehouse business closed its facilities in Bridgeport, and laid off all its workers. A segment of this labor faced a particularly difficult set of problems with respect to finding their next job.

These men were long service employees whose job skills were in a relatively limited specific area: material handling and warehousing. Most were older workers. They had worked for years under progressive collective bargaining agreements negotiated with their employer by Local 191 of the International Brotherhood of Teamsters, Chauffeurs, Warehousemen and Helpers of America, and their average wage at the time of the layoff was over $8.00 per hour. The Connecticut State Department of Labor (Job Service) determined that there were few opportunities for them to obtain comparable jobs in the current local labor market.

Current agreements between local transportation industry employers and Teamsters Local 191 established a job classification and pay category for an occupation in which the employee must perform duties both as a warehouse/dock worker and as a Trailer Truck Driver. Work in the latter category requires a special (Class I) state truck operator's license.

Most positions then available in local companies which had collective bargaining agreements with Teamster Local 191 were in this classification. But none of the 14 laid-off workers had this special Class I license, nor had they previously received any training as Trailer Truck Drivers.

On behalf of their members, officials of Local 191 approached the Bridgeport CETA Prime Sponsor for assistance in obtaining pertinent training for these laid-off workers. Working with these officials and with a proprietary school which has a good track record in preparing people for the Class I state license, the Bridgeport Employment and Training Administration designed and contracted for the operation of an appropriate training course. It was funded through Title IIC for which all 14 laid-off workers met eligibility requirements.

Teamster Local 191 officials agreed to accept responsibility for job development activities to ensure that all workers who successfully completed this retraining program and received their Class I licenses, would be hired by private sector employers.

The program consisted of classroom, field-controlled and actual on-the-road training in both tractor trailer and construction industry heavy truck operation. Heavy vehicle operational techniques, manual and visual skills, log book and other required records procedures, safety rules, Department of Transportation regulations and equipment care and maintenance were all included.

Several transportation industry employers contributed to the program by lending heavy vehicles for use by the workers during their supervised field and road training.

The workers attended this training for about 30 hours per week over a 10-week period beginning in January and ending in March, 1980. The 14 workers received no salary or stipend during the training; most of them did receive unemployment insurance benefits in this period. All 14 workers completed the training and 13 of them passed the state test and received Class I licenses.

Within several weeks of obtaining their licenses, through the job development efforts of their union, all 13 retrained workers had been placed in private sector jobs at a starting rate of $11.45 per hour.

The elected officials of Teamster Local 191 are justifiably proud of this program. When asked if they would join with CETA in similar efforts in the future, they replied, "Sure. Our job is to serve our members, and if this is an effective way to do it, then this is what we will do."

Although Bridgeport has not been as seriously affected by the national economic decline as other sections of the country, layoffs of workers in several of its industrial segments have begun to increase. The Bridgeport Employment and Training Administration plans to address this problem, in part, through retraining programs in Fiscal Year 1981.

Significant growth in the local service industries is forecast for the next five years and retraining programs geared to clerical, computer programming, and health care occupations are being explored. Also in the planning stages are vocational training courses which might include both laid-off workers (supported by Title IIC and Title VII funds) and economically disadvantaged CETA clients (supported by Title IIB allocations). The effects of associating long-term unemployed people in the same new skills acquisition program with recently unemployed workers, might prove quite beneficial.

Broward County, Florida

Responding to recommendations from its associated Private Industry Council concerning the value of upgrading programs to the local area, the Broward County, Florida, CETA Prime Sponsor decided to invest the maximum-allowed 6.5% of its Title IIB allocation in upgrading activities during FY 1980. Program results through June, 1980 indicate the investment will pay off handsomely.

Broward is operating two upgrading programs. One involves 12 workers in small electrical contracting concerns who have been given an opportunity to move up from Helpers' jobs to Apprentice Electricians. The second program is a large-scale 60-slot Electronics Technician Training program, in which the degree of involvement and participation of six electronics companies is dramatic.

The total planned CETA allocations for the combined programs is about $456,000. Employer investment in the two programs is conservatively estimated at $335,000.

In addition to a signficant payoff in terms of workers upgraded, Broward County executives estimate that CETA economically disadvantaged clients will be hired into new entry-level jobs by the participating companies at a ratio of three to five for each worker upgraded.

Broward County CETA encompasses a total population of approximately 900,000 and an area of about 1,000 square miles on the east coast of Southern Florida. The cities of Fort Lauderdale and Hollywood are included, and the chief executives of these municipalities are members of the directing board of the Broward County Employment and Training Administration (BETA), which administers all activities in the area. Also, the Broward County Industry Council (BIC), established in 1978 as a private-sector initiative entity, continues to make a significant contribution in local CETA programming.

The area is, of course, well-known for its attractive climate and physical surroundings, its tourism, and retirement communities. Thus, many residents are employed in service industries.

Perhaps not as generally well-known in other sections of the country is the area's significant electronics industry, which has experienced a spirited growth rate in recent years.

The unemployment rate of the area increased from 4.8% in December, 1979 to 5.8% in June, 1980. Local manpower sources attribute this rise in what has been a fairly steady rate of about 4.5% to the recent influx of unemployed people from the Caribbean area.

In consideration of local service industry job forecasts, BETA in September, 1979, initiated a Title IIC upgrading program for 12 persons employed as Helpers (average pay rate at $3.85/hr.) in several small, stable electrical contracting firms. This seven-month program is a combination of 992 hours of on-the-job training and 208 hours of classroom training. The classroom training is operated and financed by the Broward County School System. CETA pays 100% salary reimbursement for the hours workers spend in classroom training and a negotiated training cost reimbursement equivalent to 40% of the workers' wages while in OJT.

On successful completion of the program, the workers are to be upgraded to appropriate steps in a National Association of Building Contractors approved Electrician Apprenticeship program. A minimum 15¢ per hour raise is also guaranteed.

The participating employers have also agreed, in specific contract terms, to hire other CETA clients in entry-level jobs on at least a one-for-one basis for each worker upgraded. This hiring is to occur on or before the time that the worker's upgrading occurs.

The total CETA costs of the program is about $20,000. Employer costs, including fringe benefits, are estimated at $35,000.

As of June, 1980, progress reports on this program, which is scheduled for completion in just two months, indicated:

- All 12 original worker participants were still enrolled. Three had finished their classroom training and were near completion of their OJT period. (A successful completion rate is anticipated.)
- Twelve CETA IIB clients had been hired in entry positions by the participating companies, and double that number of additional hires of CETA clients is expected by the end of the program.

Broward County's Electronic Technician Upgrading Training activity was one of the first IIC programs initiated after the April 1, 1979 change in CETA regulations concerning eligibility for services under that title. It was funded and preliminary operations began in November, 1979.

The program was conceived, designed, and recommended by a group of Broward Industry Council members representing electronics products manufacturing firms. A keystone in the development of this program was the judgment of these employer representatives that there was a serious local labor market shortage of persons qualified for the occupation of Electronics Technician - and that this shortage was forecast to continue indefinitely unless actions were taken to remedy, or at least alleviate, the situation.

Further, it was judged, the lack of qualified Electronics Technicians impeded production scheduling capacity and, thus, was deterring expansion of this industry's local work force.

The companies responded favorably to the idea of training present employees to fill these critical skill needs. They felt that many present employees, although immediately qualified for only low- or semi-skilled jobs, had proven themselves in terms of reliability and initiative and were likely to react to such an opportunity with enthusiasm. Agreement to fill entry-level openings created through upgrading with other CETA clients seemed to the companies to be a fair part of their investment in the overall program.

The program developed from these concepts and was designed to serve 60 workers from six relatively large electronics manufacturing firms. Before entering the program, these workers held jobs ranging from Material Handler to Bench Assembler.

All training, which began in early 1980, was provided off the job site by three educational organizations--one is a County-operated, post-secondary institution, another a County College, and a third a proprietary technical school. The campuses of these institutions are located in diverse, "good-commuting" locations within the county.

The program includes classroom, laboratory, and a good deal of hands-on work with sophisticated equipment in a simulated plant environment - the atmosphere is far more like that of a job than that of a traditional school. Trainees attend for an average of 40 weeks (duration varies slightly between the different schools), eight hours a day, five days a week.

One of the training institutions describes its course as providing "all the technical competencies of a two-year Associate degree in Electronics." Another comments on program objective: "Upon successful completion of this course, the participant will be prepared to work in the capacity of a tester or trouble-shooter, or as a repair, service, production, experimental or search technician. These participants will be qualified to work in the fields of avionics, audio, communications, computers, business machines, industrial, marine, nuclear, oceanography, security, or test equipment."

The fiscal arrangement for this ambitious program is unique by CETA standards:

> Workers in training are paid their full salary, and fringe benefits are maintained by their companies. Six months, full time! CETA reimburses the employers at the rate of $3.10 per hour for each hour spent in training. The employers pay all the additional costs which amount to approximately $1.25 per hour per worker. CETA pays the tuition costs at the training institutions up to $3,321. In some instances the price is higher, and an employer electing that costlier training for his workers makes up the difference.
>
> Participating companies absorb all costs of their administration of the program, including those of what has sometimes been an intricate process in selecting workers to be trained.

The cost of the total 60-slot program was projected to be $736,210, with the Broward County Employment and Training Administration paying $436,164 in salary reimbursement and tuition, and industry paying the remaining $300,046.

Each participating firm has given BETA assurance of a not-less-than-one-for-one "backfill" with a CETA participant in company entry-level jobs for each appointed upgraded worker, and this stipulation is included in an employer-BETA contract. Both BETA and BIC officials feel that a good upgrading program can produce newly created jobs in a ratio of three to five per upgraded employee, "because upgrading creates more jobs by increased production capabilities." As of the end of June, 1980, before any of the 60 workers had completed the training course, participating companies had hired over 60 other CETA participants in entry-level positions.

As to the workers in training, 59 of the original 60 entrants were on board in June, 1980. Better than a 90% rate of successful completion of training and official company upgrading action is anticipated.

As might be expected from these most promising results, both BETA and BIC are actively formulating plans for additional upgrading activity utilizing Title IIC and Title VII funds in FY 1981.

Louisiana Department of Labor - Balance of State Program

The Louisiana Department of Labor has developed the largest upgrading/retraining program of all CETA entities in the country.

For Fiscal Year 1980, $676,800 is allocated, by plan, to upgrading programs and through May, 1980, $497,905 of those funds had been committed in employer contracts in which 357 workers have been or will be upgraded in skill, job title and wages.

In retraining, $169,200 is earmarked for contract allocation and in the first eight months of FY 1980, $160,000 has been allocated to support the retraining of 140 laid-off workers in new skills and new jobs.

Louisiana Balance of State CETA operations (locally abbreviated to LA-CETA) serve an area encompassing approximately 60% of the state's population. In large measure, the people served are residents of rural or semi-rural areas. Although there is a scattering of large industrial organizations in the area, most non-farm employers are small and involved in the provision of services economy. Louisiana's unemployment rate has averaged about 7.6% during the first half of 1980. Though exact statistics are not easily available, the unemployment rate in the areas served by the Balance of State activity was about 8.8% during the same period.

Early in the development of activities within LA-CETA, the merits of a statewide, centrally managed but locally administered, on-the-job training contract program, became clear. The wide distribution of the population to be served and the relatively small size of most employing firms made this seem appropriate.

OJT program formats, contract terms, negotiable reimbursement schedules, and administrative systems were designed by a central staff department which continues to manage the total OJT effort.

A staff of Contract Service Representatives, stationed in Job Service Offices throughout the state, markets the program to local employers, negotiates and writes contracts within state established guidelines and then monitors the resultant OJT programs for both programmatic and financial performance. Approximately, $3,000,000 was allocated for this state-wide OJT effort in FY 1980.

LA-CETA planning for FY 1980 conceived of Title IIC upgrading programming as a supplement and marketing aid to their OJT program. Upgrading contract documents and administrative systems were adapted from the OJT program with new provisions for participant certification and for the hiring of CETA clients on a one-to-one quantity basis for each worker upgraded. All participating companies have agreed to this "backfilling" on a contractual basis. Where the jobs involved represent a significant level of skill, the use of regular OJT contracts to support training is encouraged.

The upgrading program is marketed by the OJT Contract Service Representative staff to a broad spectrum of employers. In line with the rural to semi-rural nature of their territory, most contracts are with small to medium-sized employers and involve between one and five upgrading slots. Each contract is individually negotiated and on-the-job training is the principal training method used. Interestingly, LA-CETA has developed a guideline for use by their CSR's in negotiating the number of OJT hours to be funded in upgrading program. Its basis is a maximum of 60% of the number of hours which might be funded for a new employee entering the same job on a regular OJT program.

Employer response to the availability of upgrading training has surpassed expectations. Almost 400 workers are enrolled. By contract stipulation, all receive a change in job title and a wage increase on entering training and most will receive a second pay raise on completion of the contract program. A wide variety of occupations, most in the service industries (e.g., retail sales and service, bookkeeping and office management) is involved. Among the traditional trade occupations in which workers are being upgraded are refrigeration system mechanics, drafters, auto mechanics and glazers.

The high point of LA-CETA's retraining programs is a single large metal casting company in the Shreveport area. In 1979, that firm had closed down an entire division and laid off several hundred workers. In 1980, new business opportunities created a situation in which that firm determined on the establishment of an entirely different manufacturing operation at the same location. The employer, LA-CETA, the Region VI DOL office, and the union organization representing the workers on layoff negotiated a retraining contract in which almost 100 laid-off workers from the former plant operation were rehired in the new facility and trained in the new skills appropriate to its functions. The mode of training used was OJT and the employer was reimbursed for extraordinary training cost on the basis of a formula computed at 50% of the worker's base wage for 60% of the hours which might have been afforded the occupation in a regular OJT contract. Twenty different occupations, all in the foundry trades, were included in the contract.

In recent months, with an increase of layoffs in some sections of the state's economy, a number of retraining programs have been developed with small employers. These contracts have varied from one to 16 slots, feature retraining through OJT at the new employer's place of business, and employ the reimbursement formula explained above.

The initiation of Title IIC upgrading and retraining programs in BOS Louisiana has not only served its original goal (an expansion of OJT contract program volume); it has led to the productive employment of many additional hundreds of unemployed CETA participants at modest program costs. LA-CETA's plans for FY 1981 anticipate an expansion of the program.

Chautauqua County, New York

Based upon a unique relationship with two local labor-management councils, the Chautauqua County CETA Prime Sponsor initiated six Title IIC upgrading programs in the period from August, 1979 to May, 1980. Through these programs, more than 70 industrial workers have acquired new skills and at least an equal number of disadvantaged CETA clients will join the employee rolls of participating companies.

These non-profit, labor management organizations have worked for some time on the identification of occupational skill needs in local industries and in the sponsorship of employee training programs appropriate to these needs.

In prior years, these activities have been funded by employers and by (non-CETA) national and local economic development resources. Since the summer of 1979, CETA resources have also been applied to these needs in the industrial community. As a result, more upgrading opportunities have been generated for local entry level and semi-skilled workers and private sector participation in a diversity of CETA activities has increased markedly.

Chautauqua County in the southwestern corner of New York state is a semi-rural area with a population of approximately 147,000, and, over the first half of 1980, an unemployment rate averaging 6%. In June, 1980, this rate had risen to 7.8%. There are, however, distinct concentrations of firms in the steel conversion and food processing industries in the northern part of the area and in furniture manufacturing in the southern region.

Two extremely active, non-profit, industrially based organizations serve the varied needs of these local companies and their workers. They are the Jamestown Area Labor Management Committee and the North Chautauqua County Industrial Council. A segment of their activities for more than five years has involved the identification of the occupational skill needs of local industry, the design of supplemental training programs, and then the provision or subcontracting of such training. Funding for such training has come from private industry, county appropriations and national economic development sources.

In the summer of 1979, the Chautauqua County CETA organization decided to link its Title IIC programming efforts with these existing community activities. Thereby, the sponsor acquired additional means of participating in these organizations which had an established track record in labor-management cooperation, effective industrial training and highly competent staffs.

The result, through May of 1980, has been the initiation of six Title IIC upgrading contract programs involving over 70 workers.

Prospects for the upgrading of CETA eligible workers were developed by the staffs of the labor-management councils who also assisted employers in the development of formal training plans. Collective bargaining agreements are in place in a number of participating companies and in such firms, union representatives were also included in program design and start-up.

Title IIC contracts have been written with individual employers or with the local labor management council organizations, both of which have an established position as a training source in the industrial community. Interestingly, several upgrading programs have involved the inclusion of non-CETA elgible workers in the same formal training. Attendant additional costs have been funded through private or other public resources.

Training modes have varied from straight on-the-job training, to straight classroom, to combinations of the two methods. The programs developed have been short - the range is eight hours (Lift Truck Operators) to 240 hours (Equipment Maintenance Mechanics) per training slot, with a typical term of 100 hours. They have also been relativey inexpensive - from just about $50.00 per slot to a maximum of $1150.00, with a typical cost of $600.00 per slot.

Chautauqua CETA's Title IIC upgrading programs represent nearly a complete cross section of local industries. Operators of annealing equipment and of specialty wire drawing machinery, as well as Metallurgical Laboratory Technicians have been upgraded by steel conversion companies. Material Handlers, whose training included obtaining Occupational Safety and Health Administration certification in the operation of material handling equipment have acquired new skills appropriate to their work in a large food processing plant. Sheet metal mechanics have been upgraded in a furniture manufacturing business. Also, in one large industrial firm, a CETA upgrading contract is supporting part of the cost of an apprenticeship program for workers moving up to the pipefitting, machinist, and electrician trades.

The mechanics of changes in job classification and increases in wages for workers receiving upgrading training have been a matter of individual negotiation on each Chautauqua contract. Circumstances have varied from brief training which adds an important factor to a worker's job skill in anticipation of an upward job move at an unspecified date, to the negotiation of formal contractual terms delineating job titles, increased wages and exact time cycles.

All employers benefiting from IIC programs have made commitments to hire CETA clients as new employees, at least in the quality of job slots which have been included in the contract program. Chautauqua CETA officials report more than satisfactory employer implementation of this commitment, both in new OJT programs and increased hiring of CETA clients in unsubsidized positions.

Future plans call for an expansion of IIC activities. Also Chautauqua County's newly formed Private Industry Council has decided to allocate 20% of their Title VII funds to upgrading training in FY 1981.

Erie County, New York

Despite a recent slowdown in the metalworking industries, workers skilled in the set-up of numerical control machine tools are a scarce commodity in the Erie County area. The Erie County CETA administration has responded to this need by developing, in association with an industry-sponsored training institute, an "after hours" Title IIC upgrading program for 56 machinists who wish to obtain this skill.

Investment in the sophisticated equipment necessary to provide this training was high - $118,000. Costs of operating the program are significantly low due to employer contributions, utilization of existing shop/classroom facilities and the fact that the worker/trainee receives no stipend or salary.

Twenty-eight workers have completed the 84 hours of this highly specialized course as of June, 1980. All have been upgraded (average raise over $.50 per hour) by their employers. Also, all participating employers have agreed to offer unsubsidized entry-level employment to graduates of Erie County's Title IIB machining training course on a one-for-one basis for each worker upgraded.

The Erie County CETA Consortium Prime Sponsor serves a population area of about 500,000 in a territory north, east and south of the City of Buffalo. The area is highly industrialized with a broad manufacturing base in metals, chemicals and diversified electro-mechanical products and equipment. Decreased production in the automotive industry has adversely affected local employment in the past six months. Unemployment rates have decreased slightly from 10.7% in January to 10.0% in June, 1980.

A wide range of services and training opportunities is available to CETA clients in Erie County. Training in machine tool set-up and operation is of particularly high quality and highly effective in terms of unsubsidized employment placements.

In 1978, a most competent training organization, the Metalworking Institute of Western New York, Inc., was founded under the sponsorship of the local chapter of the National Tool, Die and Precision Machining Association and the Machine-shop Association of Western New York. The Institute, a non-profit entity with both labor and management participation in its various activities, calls itself "a school developed by industry, taught by instructors in the Machinist and Tool and Die Making trades."

Erie County CETA awarded a Title IIB grant to the retention of the Metalworking Institute of Western New York as machining program operator and, utilizing the Institute's expertise, to the lease and renovation of appropriate facilities (14,500 + square feet in a desirable manufacturing district) and to the purchase of top notch equipment (over 60 machine tools, most brand new). The training program design encompassed 16 weeks of training for 40 CETA enrollees in a realistic, no-nonsense industrial setting: time clocks, no smoking in the shop, etc.

This program has operated for over two years, preparing 120 clients each year for entry into the machine trades. Trainee dropout rates are less than 3%; their rate of placements in unsubsidized jobs exceeds 95%; their starting pay rates average over $4.50 per hour.

In considering its operating plans for FY 1980, Erie County CETA was impressed by a survey of machining industry establishments conducted by the Metalworking Institute which indicated that: "there are no programs presently available that have computerized Numerical Control equipment representing the state of the art, thus hampering industrial growth in this field." The Prime Sponsor and the Institute developed a strategy based on the application of Title IIC funds to train presently employed machinists who did not have this skill, with particular application to small companies, where formal in-house training is uncommon and where an expanded source of entry jobs for Title IIB graduates was possible and desirable.

This new IIC program was funded in December, 1979, with the Metalworking Institute as program operator and utilizing the training facilities of the Title IIB program during "off hours". Total allocation for the program is $183,275, which includes the purchase of a Bridgeport #1 CNC milling machine and a LeBlond 19" Regal Lathe, with a full complement of tools for each machine.

During the course of 1980, 56 workers will receive classroom and hands-on training pertaining to the operation of this and similar CNC equipment.

The CETA upgrading eligible workers participating in this training attend sessions at the Institute two evenings per week, three and one-half hours per night, for 12 weeks. All are sponsored by their employing companies, who also contribute $150.00 per upgraded worker to cover the costs of training materials and texts. The workers are assured of an upgrading in pay rate upon successful completion of the course. The average increase for workers who have completed this training has been in excess of $.50 per hour. The Metalworking Institute of Western New York conducts 30 and 90-day follow-ups on each participant to insure complete data reports on both upgrading and reciprocal entry-level hiring are available to the Erie County CETA administration.

The selection of the machining trades as a major focus of training has proven to be a productive decision in behalf of Erie County CETA's clients. Now in its third full year of operation, and with major capital costs assimilated, the Erie County CETA machining training program looks forward to a number of years of productive, cost-effective operation.

Although recent layoffs in manufacturing companies with automotive related products have reduced the need for persons with machine trades background, the overall shortage of highly skilled artisans in this field is expected to continue indefinitely. The product diversity of the manufacturers in the area supports this prediction as does the already emerging new technologies in machine tool concepts and equipment, such as Computer-Assisted Design and Computer-Assisted Manufacturing developments.

North Carolina

In establishing their activities for FY 1980, five Prime Sponsors in North Carolina entered into agreements with that state's Department of Labor, Apprenticeship Division to market and administer an Occupational Upgrading Program funded under the provisions of CETA Title IIC. During the first eight months of this program's operation, the Apprenticeship Division staff developed 134 upgrading contract slots, involving a commitment of $688,000 with a wide variety of industrial and commercial companies. All company upgrading contracts include an employer commitment to registration in full apprenticeship for the workers involved along with an agreement to hire CETA clients in new entry level job openings on a reciprocal one-for-one basis for each worker upgraded.

According to studies conducted by the North Carolina Department of Labor, the major manpower problem of the state (1970 population: 5,082,059) is underemployment. The 1977 Balance of State Manpower Plan estimated that 300,000 North Carolinians worked full time for poverty wages. The average North Carolina manufacturing wage is one of the lowest in the country and, in a 1976 survey, 48% of all workers in the state indicated disatisfaction with the availability of jobs that provided adequate income.

In consideration of these factors, and following the change in CETA Title IIC entry criteria effective in April 1979, the North Carolina Department of Labor (NCDOL), working through its Apprenticeship Division, designed a plan through which an alternative employment pattern might be developed for some state residents. Combining the resources available through Title IIC and state and federal apprenticeship programs, an activity called the Occupational Upgrading Program was formulated and proposed to the state's Prime Sponsors. Five of these Sponsors adopted the program and subcontracted its marketing and administration to the NCDOL Apprenticeship Division.

In addition to the BOS Sponsor and City of Charlotte organizations, the CETA entities in the counties of Alamance, Buncombe and Davidson adopted the plan.

In this program, representatives of the Apprenticeship Division canvass employers in all segments of the state's private economy to promote the program, design training content and methods appropriate to individual company situations and monitor the performance of established contract activities.

The terms of these upgrading contracts include:

- An employer commitment to a formal training plan set forth in the contract agreement. On-the-job training is used in all programs and supplemented by short duration classroom training in most.

- A promotion in job title and at least a 10% increase in wages (a differing but in all cases substantial amount if required by company policy or collective bargaining agreement) for the worker who successfully completes the CETA subsidized upgrading training which typically is of 8 to 10 months duration.

- Enrollment of the upgraded worker in a state certified full apprenticeship in the occupation for which he or she is being trained. Only apprenticeable occupations are considered for funding and this provision entails continued training for two to four years on the job.

- An agreement by the employer to hire CETA participants in unsubsidized entry level jobs on at least a one-for-one basis for each worker upgraded.

- An individually negotiated CETA subsidy of up to 40% of the worker's wage during OJT hours and up to 100% of wages for classroom time. However, OJT subsidies are usually limited to a maximum of $2.00 per hour and classroom time wage reimbursement to $5.00 per hour.

A good part of the geographic territory covered by the Apprenticeship Division representatives is rural and small employers are a major factor in the labor market. Thus, most upgrading contracts are small, from 1 to 8 slots. Local educational institutions on both a vocational and college level are frequently utilized as a classroom training resource.

The range of job classifications in which upgrading training is being offered in North Carolina is extremely broad. However, after some study of the state's commercial and industrial prospects, marketing efforts have been specifically targeted on the following industries: textile, meat products, modular construction and fabricating, boat and ship building, metal working, pulp, paper and wood products. Those efforts have produced programs for apprenticed occupations such as Fixer-Electronically Controlled Loom, Meat Cutter, Carpenter, Electrician, Ship Welder, Sheet Metal Mechanic, Machinist, Cabinet Maker.

Most North Carolina upgrading contract programs were still in progress at the time of this report. However, over 90% of the original enrollees were still engaged in training at that time and this fact bodes well for final program success. Also, local officials reported that employer agreements to hire CETA participants in new entry level job openings are being honored in virtually all instances.

The North Carolina Occupation Upgrading Program is expected to continue in its present five Prime Sponsor areas in FY 1981. Also, other Prime Sponsors in the state are expected to adopt it in the coming months.

Multnomah and Washington Counties, Oregon

Building on the experiences of a highly successful Skills Training and Improvement Program (STIP) in the field of Automotive Mechanics, the Multnomah-Washington, Oregon CETA Consortium initiated an experimental upgrading program in September, 1979.

Five semi-skilled workers from four participating Volkswagen-Audi-Porsche dealerships entered the program, and four of them were upgraded to Line Mechanics with appropriate increases in wages when the program concluded in March, 1980. One-day-a-week classroom/shop training, which was conducted by a local automotive distributor, was used as the basis for specific upgrading trainee at-work assignments to constitute the total learning experience achieved.

Multnomah-Washington CETA's cost for the expenses related to classroom training was $14,027. Participating employers absorbed all other costs as well as making contractual agreements for the unsubsidized hiring of CETA clients in replacement positions.

The Multnomah and Washington Counties CETA consortium Prime Sponsor serves a population area of about 800,000. It is an urban/suburban district adjacent to the city of Portland, Oregon.

Unemployment in the area in the first 6 months of 1980 ranged from 6.1% to 6.6%.

Having established the occupation of Auto Mechanic as a productive area for vocational training investment based on local labor market data and employer forecasts, Multnomah-Washington CETA initiated a nine-slot, 50-week, combination classroom/shop and OJT STIP program early in 1979. Several automotive dealerships participated, and overall placement rates were excellent.

The effectiveness of this training led both the CETA officials and the employers who had been involved, to consider offering similar training for persons employed in lesser skilled jobs whose chances for further advancement were unfavorable.

The upgrading program design which emerged from employer-CETA discussions was funded under Title IIC and began operations in September, 1979. Its training principles were taken from the successful STIP program, but, in consideration of the different level of skill of the persons to be trained,total training time was reduced by almost 50% and total training costs by about 40% on a per-slot basis. CETA funded only classroom/shop training-related costs. Employers paid the full cost of at-work training assignments.

In this upgrading program, persons employed in autoyard service jobs or lower mechanical skill occupations were offered a training opportunity leading to upgrading to Line Mechanic. This classification is normally held by a three-year, apprenticeship-trained journeyman mechanic in the evaluation of the participating dealers. Average wage at entry into the program was $4.90 per hour; average wage on completion was $7.25 per hour.

The training took place over a 26-week period One day each week was spent off the job site in classroom/shop training. Work assignments during the other four days were tailored in so far as possible to offer practical experience related to the new fund of knowledge being acquired.

Riviera Motors, Inc., an automobile distributor in Hillsboro, Oregon, part of whose normal operation includes the provision of specialized training for Volskwagen-Audi-Porsche mechanics, provided the classroom/shop training and also entered into the basic upgrading contract with Multnomah-Washington CETA. The other employers entered into subcontract agreements with the training company. Contractual agreements provided that:

- Multnomah-Washington CETA would fund all off-the-job classroom/shop training costs, including instructors, facilities, materials, and a provision of a $50.00 special tool allowance for each of the workers in training.
- Multnomah-Washington CETA would reimburse participating employers for the full hourly wage and fringe cost for the time workers spent in classroom/shop training.
- Participating employers would design at-work assignment to contribute to skill advancement based upon the classroom/shop instruction.
- Participating employers would upgrade the workers to Line Mechanic classification on successful completion of the 26 weeks of training, with appropriate increases in salaries.
- Participating employers would hire new entry-level workers, on an

unsubsidized basis, from the CETA client pool, on at least a one-for-one basis for each worker upgraded.

Total CETA costs for the five-slot upgrading program were estimated at $20,976. Four of the original five worker enrollees completed the program and were upgraded. (One worker resigned from the program to enter military service.) Actual CETA costs were $14,027.

Multnomah-Washington officials are convinced that upgrading is a viable element in their total CETA program design. They regard its full value to be proven in an evolutionary process. The two programs described have, for example, built excellent relationships with the automotive dealerships involved and developed proven training capabilities. At the same time, prudent negotiations have reduced the ratio of CETA's share of total program costs in the second (upgrading) program from its contribution to the first.

Plans are now being discussed for a third automotive program, perhaps combining worker upgrading with entry-level employee training, in which that declining CETA share of cost is expected to continue. The use of CETA resources as seed money to stimulate unsubsidized, employer-operated skill training for the unskilled, and particuarly the economically disadvantaged unskilled, is viewed as the ultimate goal in Multnomah-Washington.

Lehigh Valley, Pennsylvania

In the fall of 1979, over 200 workers lost their jobs unexpectedly when two local gray cement producing operations in Nazareth and Northampton, Pennsylvania, permanently closed their doors. The Lehigh Valley Manpower Program responded with a unique, many-faceted retraining program to help these people secure new employment.

The total program involved a combination of job-search techniques workshops, on-the-job training program vouchers, classroom training in several occupations in local demand, and a spirited publicity campaign to market these workers to private sector companies.

Approximately $230,000 was allocated to this CETA Title IIC program, which began in January, 1980, and was still in progress in June, 1980. Preliminary results are encouraging.

The Lehigh Valley Manpower (LVMP) is the CETA Prime Sponsor for an approximate 500,000 population area in Lehigh and Northampton counties in southeastern Pennsylvania. The cities of Allentown, Bethlehem, and Easton are included. The region represents the third largest metropolitan area in Pennsylvania and has several long-established manufacturing and processing industries among its largest employers.

The Lehigh Valley area was surprised in November and December, 1979, when, without advance public notice, two gray cement producing operations announced permanent plant closings and the immediate layoff of over 200 workers. Most of these workers had spent the major part of their working lives in the cement business and had skills pertinent only to that industry.

The salary range for these individuals was in the $8.50 to $10.00 per hour range; the average being $9.02 per hour.

With the assistance of the Pennsylvania Job Service, the Lehigh Valley Prime Sponsor determined that these workers had little or no chance to obtain comparable jobs in other related industries. At the time, production volume in all cement firms in the valley was low, because of a downturn in the construction industry. In conjunction with the Private Industry Council (PIC), LVMP formally revised its 1980 operational plan and shifted $230,000 originally programmed for Title IIB activities to meet this new community need. In addition, $10,000 was set aside in the Title VII budget under Employment Generating Services, to fund the media portion of this retraining program.

The program began with an informational meeting, arranged by the workers' collective bargaining representative organization, the United Cement, Gypsum and Lime Workers Union (AFL-CIO). All laid-off workers were invited to attend, and at the meeting LVMP representatives outlined the content and timing schedule of the program which was to be made available to them. As a follow-up to the meetings with laid-off workers from both plants, group intakes were conducted in the union meeting halls for both plants.

The first phase of the program for all workers, which was conducted in February and March, 1980, was a series of workshop classes (15 participants in each) held during a single week, on two nights, for three hours duration. The workshops were devoted to job-search technique instruction: planning a job search, applications, resumes, interviewing skills, etc. A complete resume was developed for each participant, was typed and ten duplicated copies were provided by LVMP staff.

During this period the retraining program's second component, subsidized on-the-job training, was explained to the laid-off workers. The use of OJT vouchers during their job-hunting activities was suggested and encouraged. Since IIC funds were limited, vouchers were originally issued only to the first 30 workers requesting them. As the total retraining program developed, vouchers were issued to additional workers in the program.

The voucher form, attractively designed and printed, identified a named individual as a former cement worker who was seeking full-time employment. It explained to an employer that the LVMP would reimburse a percentage of training costs if the employer was willing to hire and train the individual in a skilled occupation.

In May 1979, the Bethlehem Area Chamber of Commerce had signed a contract with LVMP to coordinate the private sector placement efforts for that agency. Thus, the ex-cement workers were assisted by the Chamber staff in their job development activities and in explaining the OJT concept to potential employers.

The third element of Lehigh's retraining program was the establishment of classroom/shop training in new vocational skills for some of the former cement workers. Beginning in April 1980, 34 of these workers entered one of four skill-training courses conducted in the evening, from 3PM to 11PM (the time when facilities were available), 30 hours per week for ten weeks.

Two of the courses, which served 20 of the workers, were in welding skills and included related math and blueprint reading. One was conducted at one of LVMP's established vocational training centers; the second at the training facility of the local electrical utility, Pennsylvania Power and Light Company.

Six of the worker retrainees attended an LVMP skill center course in machine shop trades skills and were taught operation of standard shop machinery, blueprint reading, tool grinding and related technical information.

Eight of the worker retrainees attended an LVMP skill center course in heating, ventilation, and air conditioning, which included instruction in oil burner servicing, heating systems and problem solving, related math and plumbing. They also learned basic refrigeration, air conditioner servicing, related electricity and blueprint reading.

No stipends were paid to the workers during the classroom training period, because they were all collecting unemployment insurance moneys plus supplemental benefits stipulated in collective bargaining agreements.

Throughout the program LVMP and PIC and the Chamber felt that publicity, marketing the displaced worker to the industrial community, would be an important factor if the program was to be successful. Thus, with the cooperation of local news media a good deal of favorable press was generated. News stories and feature articles have focused on the program from a number of angles: human interest features on individual workers, availability of OJT subsidies for persons with recent, extensive work records, quality of the classroom training, etc. In addition, the PIC funded a series of large newspaper ads to focus attention on the ex-cement workers availability for employment and OJT benefits available to prospective employers. Through the PIC and the Allentown, Easton, and Bethlehem Chambers of Commerce, there was also a direct mail campaign -- a series of mailings went to approximately 1,000 local businesses and industries. Gratifyingly, but not unexpectedly, this kind of communication effort has had a positive effect in generating unsubsidized as well as subsidized placements for many individuals within the Manpower systems.

Equally important in the communication field, the LVMP, PIC and Chamber also maintained an ongoing correspondence with the workers themselves. They have been kept up-to-date on such developments in the program as the names of their former fellow workers placed in both subsidized and unsubsidized jobs. The success stories helped to motivate the workers to diligently pursue their job search efforts and to convince them that the community was responding to their situation.

Total Program Results, through June 1980:

16 workers were placed in OJT retraining jobs, such as: Power Plant Operator - $6.93/hr.; Machinist apprentice - $6.50/hr.; Butcher - $5.98/hr.; Steel Fabricator helper - $6.08/hr.; Material handler - $7.43/hr.; Computer operator/programmer - $7.00/hr.; Guitar repairer - $6.00/hr.

Of the original 34 enrollees in classroom training, 28 successfully completed the program; 18 have been placed in private sector jobs.

24 laid-off workers have entered private-sector jobs after completing only job-search workshops and/or benefiting from the program's publicity/marketing campaign.

44 laid-off workers are still receiving job-placement service from LVMP. Most of the workers have applications pending with local companies and are anxiously awaiting the economy to pull itself out of the current recession.

In summary, the Retraining Program sponsored jointly by Lehigh Valley Manpower Program and the Private Industry Council has been successful in placing approximately 58 men and women in new jobs. These former cement workers represent over half of the persons who registered with LVMP to receive services. In a difficult economy, the partnership between LVMP and the PIC has helped generate job placements in the private sector. And men and women with deep roots in the Lehigh Valley and solid work records were retrained and given opportunities to continue to be productive members of the Lehigh Valley labor force.

State of West Virginia

The construction industry represents a viable employment market in West Virginia and the Governor's Office of Economic and Community Development, which is responsible for CETA operations in the state, has been operating both IIC upgrading and retraining programs for jobs in this field since 1979.

One hundred and five presently employed workers and 93 people out of work due to layoffs have been enrolled in heavy construction equipment operation courses conducted by the Manpower Training Project, an affiliate of the West Virginia Labor Federation, AFL-CIO and a subcontractor to the state CETA Prime Sponsor. Cost of this training averages about $1,000.00 per training slot.

Results thus far indicate near 100% success rate in terms of enrollees' completion of upgrading training and over 90% placement rate in new jobs for those who have graduated from the retraining program.

The West Virginia Governor's Office of Economic Opportunity and Community Development is responsible for statewide CETA operations for a population area of about 2,000,000. The area represents a wide diversity of employment and economic activities from rural agricultural and mining pursuits to heavy process Industry facilities in cities like Charleston and Huntington. State-wide unemployment rates during 1980 have averaged approximately 7%.

The construction industry represents a very viable employment resource within many parts of the state and, clearly, the basic skills it requires are transferable from work site to work site. In consideration of these factors, the West Virginia Prime Sponsor organization decided to make a significant investment in the form of both Title IIC upgrading and retraining programs focusing on the training of persons as heavy construction equipment operators.

This training activity is carried out in association with the West Virginia Labor Federation, AFL-CIO. That organization has defined one of its roles as follows:

> "Labor as one of the stabilizing factors of the economy, recognizes the importance of maintaining a capable and well trained work force, especially in modern circumstances where progress and innovation are constantly creating a demand for people with new skills and capabilities."

One of the ways the Federation has responded to the challenge of unskilled or underskilled workers has been through the establishment of its Manpower Training Project. This project provides a broad prospect of training opportunities that range from pre-apprenticeship training for young people lacking employable skills to journeymen upgrading to ensure that older workers will be kept up-to-date regarding innovations, new materials and techniques, thereby assuring their continued employment. The West Virginia Trades Council, AFL-CIO, serve in an advisory capacity to the Training Project.

Working under subcontract to the state Office of Economic Opportunity and Community Development, the Training Project operates classroom and field facilities for the acquisition of skills in construction equipment operation, e.g., heavy capacity earth moving trucks, tractors, bulldozers, back hoes, etc., located near the cities of Charleston and Wheeling.

These facilities are used for Title IIB as well as Title IIC upgrading and retraining courses with CETA training costs averaging about $1,000.00 per slot for the latter.

Upgrading trainees attend partly on their own time and partly on work release time for which they receive full compensation from their employers. Participating employers are asked to make unsubsidized backfill hire agreements in behalf of disadvantaged CETA clients on a one-for-one basis for each worker receiving upgrading training. Virtually all workers entering this upgrading program have successfully completed the training.

No stipends or allowances are paid to the laid-off workers (a number of whom have previously worked at low-skill jobs in construction) during their retraining period. Many are eligible for and receive unemployment insurance benefits. The training project staff and the union organizations affiliated with the retraining project are extremely active in job development in behalf of the retrained workers. Their success in marketing these workers, who now have new, saleable skills to offer, is reflected in a reported placement rate of over 90%.

The West Virginia CETA administration and involved union officials all express enthusiasm about both upgrading and retraining program results to date. Both programs are scheduled to continue into Fiscal Year 1981.

Milwaukee County, Wisconsin

The Milwaukee County CETA Prime Sponsor, working with and through the local Private Industry Council, funded two Title IIC demonstration programs in early FY 1980. Together, the two programs allocated $98,721 for the upgrading of 72 semi-skilled workers in the machining and foundry industries.

Milwaukee County's Private Industry Council, one of the most active PIC's in the country, carried out a lead role in developing both programs and continues to oversee their performance. One program, in addition to its impact on the workers to be upgraded, has made a distinct contribution to local economic development activites. The second addresses a long term "skill shortage" occupation problem of the area's industries.

Milwaukee County CETA operations serve a population area of about 1,200,000, encompassing the City of Milwaukee and several adjacent suburban areas. The industrial make-up of the area is diverse, but marked by a strong concentration of companies in the metal working field. Their operations range from foundry and precision machining, to sophisticated product assembly. During 1979, the area's unemployment rate averaged 4%. In the period from March through June, 1980, however, the rate has risen dramatically to over 6%.

Milwaukee's first upgrading demonstration program developed as part of of a combined effort by city and county government, the CETA Administration and the Private Industry Council to assist a small (50-employee) manufacturing firm in relocating to an enlarged facility within Milwaukee.

The company's plans called for personnel expansion through new hires of local residents and entry-level openings for CETA eligible persons could be increased by an upward movement of present employees.

A Title IIC training program was designed for the upgrading of 12 CETA elgible workers (six of whom had originally come to the company through CETA referrals) to highly skilled machine tool operator classifications involving the manufacture of precision gears. The training, which began in October, 1979, was carried out in the OJT method, provided by regular in-plant supervisors, and was planned to extend for up to one year. The company has agreed, through a backfill agreement in its contract, to replace all upgraded workers with CETA eligible referrals, whenever possible.

Participating workers were assured of a promotion in job title and pay grade (a raise averaging over $1.00 per hour) upon reaching proficiency in their new skills. Eight of the original 12 workers enrolled reached this level of demonstrated skill before the end of the training period and were upgraded accordingly. Two of the participants were hired by a competing firm, and two terminated from the company for other reasons. Two of the upgraded wokers are now enrolled in registered apprenticeships and will continue their skill advancement.

CETA's reimbursement to this company for a share of the training costs takes the form of a payment to the firm, for each hour the worker is in training. The amount paid is the difference between the worker's present pay rate and the rate at which he or she will be upgraded - again, averaging a little over $1.00 per hour. The maximum projected cost of the program is $29,432.

Milwaukee's second upgrading demonstration project entails an innovative approach to a longstanding problem of the metal working industry of the area. That is the current and, by all forecasts, worsening shortage of highly skilled technician/mechanics required for the installation and maintenance of large scale, sophisticated manufacturing equipment.

The program's first goal is to provide a group of workers now employed in the electromechanical trades an opportunity to advance to highly skilled equipment maintenance job classifications. The program was designed to offer this training to 60 such workers, employees of 25 different firms, at an overall CETA cost of $69,289. Participating companies absorbed all other costs. Non-contractual agreements were also made with all participating companies that they would hire CETA clients in a quantity equivalent to the number of workers upgraded, as appropriate positions become available.

Foundry CAST Inc., an employer-directed, non-profit training organization, played a major role with the Milwaukee County Private Industry Council in the development of the program. Foundry CAST (the acronym is for Companies Assisting Skill Training) serves as the contractor-operator of the program.

Along with its focus upon a critical employer need for highly skilled labor as a basis for the design of a CETA-funded activity, this program has several other relatively uncommon features:

- Worker-participants attend 195 hours of classroom and shop training on their own time; no wages or stipends are involved.
- Classes are held at the Milwaukee School of Engineering, two days per week, 2 1/2 hours each day for 26 weeks. Classes are scheduled in two time units to accomodate both first and second shift workers. 65 hours of on-site shop training is provided at the plant locations of the participating companies and is scheduled to accord with the participating worker's progress in the classroom training. Obviously, this makes available diverse, sophisticated equipment far beyond the resources of most training centers.
- Participating employers adopted the procedures of posting, with union concurrence where appropriate, an announcement of the availability of the Upgrade Maintenace Program so that all interested workers might apply. In companies where collective bargaining agreements are in effect, subsequent promotions of the workers trained in the program are, of course, to be accomplished in accordance with the terms of such contracts.

One early development in this most innovative program is interesting. Positive response from the workers solicited was overwhelming; the program actually started up with 90 enrollees vs. the 60 upgraded trainees planned. Early voluntary dropouts, however, were very high; in the third month of the program, only 34 were still enrolled. These workers, in the words of the program's director, "look very solid."

Commenting on the high early dropout rate, the Milwaukee PIC Director said: "We should have gone to more hands-on training right away (vs. classroom)...also, 60 was too many for a demo program."

Developments in the national economy, as they effect the metal working industries, will also have an impact on this program.

Enthusiasm for the utilization of upgrading programming remains high in Milwaukee. On the basis of experience gained in FY 1980 activities in the metals industry, the Milwaukee PIC has decided to explore the possibility of identifying "industry-wide, skill shortage occupations" in other major business areas. The local printing industry is thought to be a fruitful area, for example. This may prove the basis for further upgrading skill training programs involving multiple employers, centrally managed training and, in the long run, more and better entry-level jobs for disadvantaged workers.

V INVENTORY OF NATIONAL UPGRADING AND RETRAINING PROJECT SITES COMPILED APRIL-MAY 1980

Most of the following information was obtained in direct telephone contacts with CETA officials in all sections of the country. Although an attempt was made to contact all 463 Prime Sponsor organizations, we managed a contact with 361. In many cases, the information reported was quite brief. Since the upgrading or retraining activity represented was in itself but a small fraction of the Prime Sponsor's total operation, an up-to-date report on its status was often not readily available.

For those wishing to further inquire about upgrading and retraining activities in a specific Prime Sponsor organization, we have provided appropriate contact information.

UPGRADING PROGRAMS

Region I

Hartford, Connecticut

This Consortium has contracted with a United Autoworkers affiliate to develop upgrading program prospects within the Greater Hartford Area. The contract was recent and no results were available at the time of survey.

City of Hartford Consortium	Mr. Frank Colc, CETA Director
Comprehensive Manpower Program	Alex Johnson, Training Director
750 Main Street	
Hartford, CT. 06103	(203) 566-6020

State of Maine

This state Prime Sponsor has been operating an upgrading program under Title IIC since October 1979. Seven Nurse Aides are being upgraded to Licensed Practical Nurses. These workers are enrolled, along with a larger number of Title IIB CETA clients in a 52 week classroom-laboratory-clinical training program operated by a Vocational Training Institute which is accredited by the Maine State Board of Nursing to provide pre-examination training.

These Nurse Aides are employees of two major health care institutions. Both organizations have made contractual commitments to hire CETA clients in entry-level jobs on at least a one-to-one basis for each worker upgraded.

Department of Manpower Affairs	William J. Malloy, Executive Dir.
Office of Maine CETA	Susan Smolin, Training Prog. Dir.
Hospital Street	
State House Station 55	(207) 289-3375
August, ME. 04333	

Lawrence, Massachusetts

This subgrantee of the Massachusetts Balance of State CETA Prime Sponsor is operating a 40 slot upgrading program for workers in a large computer manufacturing company. The company is planning a dramatic increase in employees in the near future and has made a commitment to hire new entry level employees from the CETA pool on at least a one-for-one basis for each worker upgraded.

These workers are now employed as electro-mechanical assemblers, and the training is geared to their upgrading to Electronics Testers.

The training is conducted at the company's facilities after work hours. CETA pays instructional costs of about $15,000 as its share in the program.

City of Lawrence
CETA Office
90 Broadway
Lawrence, MA. 01840

Allen Toothaker, Director
(617) 682-2247

New Bedford, Massachusetts

This Prime Sponsor operates an upgrading program as an extension of its private sector on-the-job training program. Thirty-eight small (one to five) training slot contracts were developed with 29 companies in the 12 months preceding June 1980. Most contracts provide training by the OJT method, and the employer reimbursement is negotiated on the basis of a formula not exceeding 40% of wages for a stipulated number of OJT hours. Contracts involve training in diverse occupations, e.g., office machine repair, auto engine and body mechanics, carpentry, metal fabrication, machine tool operation, and office management.

One company's upgrading contract provides classroom and shop training in the metal working trades at the Prime Sponsor's established Skill Training Center. The workers involved attend classes in the evening after working hours; they attend on their own initiative, without wages or stipends.

New Bedford reports a 100% rate of success for upgrading training graduates to date. All who have completed training have received increases (averaging 12%) and classification promotions.

Every company participating in upgrading training has agreed to hire CETA clients on a one-to-one basis for each worker upgraded. Although this commitment is not included in formal contract terms, virtually all companies have honored their obligations thus far. Many of the "new hires" are being trained in jobs of significant skill with the support of CETA OJT contract programs.

New Bedford Consortium
P.O. Box A-2102
New Bedford, MA 02740

Ralph Schamrsow, Director
Laurent Duhamel, Employment and Training Dir.
(617) 999-3161

Region II

Monmouth County, New Jersey

In planning for FY 1980, this Prime Sponsor allocated $125,000 for a projected 80-slot volume in upgrading contracts. Their overall program is marketed in conjunction with their large (400-slot) OJT contract program, and this method of training is used in 12 existing upgrading contract slots in effect in April 1980. Reciprocal backfilling from the CETA client pool is required in upgrading contracts.

Monmouth County CETA Dept.	George Callas, Director
Route 9--Campbell Ct.	(201) 431-6500
Freehold, N.J. 07728	Neil O'Donald, Super. of OJT
	(201) 988-9200

Trenton, New Jersey

The Trenton Prime Sponsor has set aside $3000 in Title IIB funds to be used for Title IIC upgrading programs in FY 1980. Upgrading is viewed as a marketing device to promote OJT contract programs in addition to its benefit to the disadvantaged CETA client through backfilling. One upgrading slot had been funded in the first half of the year.

City of Trenton	Howard Cooper, Coordinator
Office of Employment and Training	
City Hall	(609) 989-3103
East State Street	
Trenton, N.J. 08608	

State of New York

This Balance of State Prime Sponsor reported in April 1980 that five of their subgrantee CETA sponsors had upgrading contracts totalling 14 slots in effect at that time.

N.Y. State Dept. of Labor	Edward McCarthy, Director
CETA Operations Division	Guy Kane, Manpower Program Coordinator
State Campus Building #12	
Albany, N.Y. 12240	(518) 457-4150

Chautauqua County, New York

The Chautauqua County Prime Sponsor, in association with two local Labor-Management Councils, initiated six Title IIC upgrading programs during 1979 and the first half of 1980. Over 70 workers have received upgrading training in a variety of occupational skills, and Chautauqua CETA officials report that the participating employers are hiring CETA clients in entry-level jobs at more than a one-for-one reciprocal rate.

See Section IV for a field report on these programs.

Chautauqua County Office
of Employment and Training
County Office Building
Mayville, New York 14757

Steven J. Golightly, Asst. CETA Administrator
(716) 664-9814

Dr. Bonny Starr, Exec. Director
Private Ind. Council
Hotel Jamestown
Jamestown, N.Y. 14701
(716) 664-3268

Chemung County, New York

In May 1980, this Prime Sponsor reported operating Title IIC upgrading programs with several small companies. Thirteen workers were being trained under these contracts with the objective of their promotion to such classifications as Electronics Technician, High Pressure Welder, and Master Barber.

The on-the-job training method is used in all of these programs; two also involve a classroom training component. Employers are reimbursed for OJT costs on the basis of a negotiated rate for hours spent in training within the maximum limit of an amount equivalent to 40% of hourly wage. Average CETA cost per upgraded trainee is $3,000.

Participating employers have agreed, in contract terms, to the reciprocal hiring of CETA clients on a one-for-one basis for each worker upgraded.

Chemung County Employment
and Training Administration
221 East Church St.
Elmira, N.Y. 14902

Elaine Landon, CETA Director
Thomas Conboy, Planner

(607) 737-2870

Erie County, New York

The Erie County Prime Sponsor, in alliance with several employer associations in the precision metal working field, will be operating a 52-slot $118,000 upgrading program throughout 1980. In the program, workers with machining and tool and die making skills will acquire the knowledge and skills necessary to program and set-up highly sophisticated numerical control metal working equipment.

The training is conducted by an employer-based non-profit technical institute utilizing state-of-the-art equipment that has been purchased with CETA contract funds. Workers attend classes after work hours without salary or stipend.

Participating employers have made a commitment to hire graduates of a CETA IIB pre-job machining training course on at least a one-for-one basis for each worker who completes the upgrading instruction.

See Section IV for a field report on this project.

Erie County Employment
and Training Services
County Executive Office Building
95 Franklin Street
Buffalo, N.Y. 14202

Alice Law, Director
Joseph Terech, Asst. Director

(716) 846-8820

Hempstead, New York

This Prime Sponsor reported 30 workers enrolled in upgrading training contracts in April 1980. Most contracts are with small employers and cover just one worker. OJT is the principal training method used, and average projected cost per slot is about $1,200. Occupations in typical programs: Clerk upgrading to Administrative Assistant in a law office; Material Handler to Supervisor in a lumber business; Clerk to Account Executive in a radio station.

The upgrading program has been marketed through a correspondence campaign to local employers who are required to make an agreement for reciprocal backfill hiring from the pool of CETA clients.

Office of Training and Development
Town of Hempstead--Town Hall
50 Clinton Street
Hempstead, N.Y. 11550

Anthony Cornachio, Commissioner
Naomi Weinstein, Supervisor of
Career Development
(516) 485-5000

Monroe County, New York

Six Electronics Assemblers are being upgraded to Electronics Testers in this Prime Sponsor's ongoing program at a company manufacturing detection alarm systems. The program couples OJT with classroom training for a total of four hours per week.

Classroom training, for which the sponsor reimburses full wages as well as instructor costs, is held during evening over-time hours. Total program costs are estimated at $3,000. The company has agreed to hire CETA clients for each employee upgraded.

County of Monroe
Office of Emp. and Training
39 Main Street West
Rochester, N.Y. 14614

Toby Hayes, CETA Administrator
Peg Pepe, Senior Program Coordinator
(716) 428-5147

New York City, New York

This metropolitan Prime Sponsor is operating an upgrading program in conjunction with the City's Housing Preservation Department. It involves the upgrading of Public Housing Supervisors to advanced skills in the building maintenance trades: plumbing, carpentry, basic electricity, etc. Training is provided for 12 weeks in a combination of OJT and classroom settings. CETA funds are used to pay for classroom instruction, travel to and from the classes, and for trainee meal allowances. Estimated cost: $1,000 per slot.

These workers now earn $10 per week for each housing unit supervised. It is planned that on successful completion of the training, they will obtain appropriate state licensing, take over maintenance duties, and earn $15 per week per housing unit.

New York City Dept. of Employment
220 Church St., Rm. 514
New York, N.Y. 10013

Ronald Gault, Commissioner
Thomas Morgan, Asst. Commissioner, Title II Programs
(212) 433-6636

Oneida County, New York

The Oneida County Prime Sponsor's upgrading program was initiated by the identification by local economic development officials of a company that regarded a local shortage of screw machine set-up personnel as a deterrent to potential plant productivity. The company was referred to the area's Private Industry Council which assisted the company and the CETA organization in design of the program.

In the Program, which began on January, 1980, ten entry-level Screw Machine Operators of this company are being trained for advancement to set-up positions of significantly higher skill and wages. This program includes a combination of 20 weeks of classroom work at a local Community College and at the work site and 26 weeks of on-the-job training. The workers in training earn both college and apprenticeship credits. Estimated CETA cost for the entire program is $54,000.

The Prime Sponsor estimates that the company will hire five CETA clients in entry-level jobs for each worker upgraded.

Oneida County	Peter Mannella, CETA Administrator
Department of Planning	Armand Mastraccio, PIC Coordinator
County Office Building	
800 Park Avenue	(315) 733-4639
Utica, N.Y. 13502	

Rochester, New York

When contacted in April 1980, the Rochester Office of Manpower Services reported a three-slot upgrading program in operation since the preceding October at a local machining company. These machine shop workers are receiving on-the-job training of approximately 40 weeks duration to prepare them for upgrading to the following individual job titles: Tool Programmer-Numerical Control, Tool Machine Set-Up Operator, Cost Estimator. Expected wage increases will average $1.50 per hour. Total CETA cost for the program is estimated at $13,000. Three CETA clients will be hired in unsubsidized entry level jobs in accordance with a backfill agreement.

City of Rochester	Robert Whiting, CETA Administrator
Office of Manpower Services	Kevin Loughran, Manpower Prog. Coordinator
Public Safety Building, Rm. 240	
Rochester, N.Y. 14614	(716) 428-7385

Schenectady County, New York

CETA officials in this County reported seven upgrading contract slots in effect in April 1980. Occupations in which training was being offered included nursing, bookkeeping, and technician classifications. Several programs included classroom training; most included on-the-job training. Estimated upgrading program costs: $16,000.

Schenectady County CETA	James Conroy, CETA Administrator
240 Broadway, EOC Building	Joseph Dibiase, OJT Job Development Coordinator
Schenectady, N.Y. 12305	
	(518) 382-3560

Steuben County, New York

In planning FY 1980, Steuben County CETA allocated $54,000 for upgrading contracts through a subcontract with a local Industrial Development Corporation. This subcontractor handles program development and contract administration for both upgrading and the Prime Sponsor's OJT program. Forty-seven workers in seven companies were enrolled in upgrading training, all utilizing the OJT method, in April 1980. Their individual training program occupations varied widely from Machine Tool Operator to Computer Operator to Railroad Car Truck Builder.

Steuben County's upgrading program design includes these ground rules: The employer will provide a minimum of $.25 per hour increase from the present job to the upgraded position; a minimum of one increment increase in pay will be made during the time of upgrading or upon comletion; no one contract slot will exceed a cost of $1,200; an unsubsidized entry-level position (to be filled by a CETA referral) will be created for each upgraded position.

Steuben County CETA	Michael Aisello, Manpower Director
30 E. Steuben Street	Jeanne Speciale, Manpower Planner
Bath, N.Y. 14810	(697) 776-7671

Region III

Baltimore County, Maryland

This Prime Sponsor reported that efforts to market IIC upgrading had just begun in April 1980. The activity is being carried out through a Title VII subcontract to a local Economic Development Commission. Approximately 20 upgrading slots are anticipated in FY 1980.

Baltimore County CETA Administration	Myra Shapiro, Director
Jefferson Building, Room 203	Joseph Burns, Planner
Towson, Maryland 21204	(301) 494-2008

Franklin County, Pennsylvania

The Franklin County Prime Sponsor reported one upgrading contract slot in effect in April 1980. A shop laborer in a printing firm was receiving on-the-job training with promotion to the occupation of Press Operator anticipated.

Franklin County Manpower Planning	William A. Gardner, Director
Franklin Farm Lane	Ken Kaufman, Deputy Director
Chambersburg, PA. 17201	(717) 263-9413

Schuykill-Carbon, Pennsylvania

This Prime Sponsor has funded a Title IIC upgrading program in the garment industry upgrading 20 sewing machine operators to sewing machine repairers. The training is all done on the job and the employer is reimbursed for training hours based on a formula of 40% of the hourly wage paid. The employer is required to provide a raise in pay at the beginning of training and an additional raise upon completion. Reciprocal backfill of CETA eligible clients into entry-level positions is encouraged.

Schuykill Carbon Agency for Manpower 433 S. Center Street Pottsville, PA. 17901	Frank Milewski, Exec. Director (717) 628-5215

State of Virginia

This Balance of State Prime Sponsor has operated a Title IIC upgrading program since March 1980 in conjunction with the Virginia Department of Education which subcontracts for training with the University of Virginia Hospital in Charlottesville, Va. This program involves the upgrading of a total of 20 nurse aides, hospital attendants, and food service workers to the position of Licensed Practical Nurses. The training is for a 12 month period of time and consists of classroom and clinical experience at the hospital. The cost of instructors and other training staff, equipment and supplies, and the students' wages and fringe benefits are paid by CETA funds. Total cost of the program is projected to be $217,551 or $10,877 per slot. A reciprocal backfill to CETA eligible clients is required in the contract. The graduates of the U. of Virginia Hospital Practical Nursing Program have had a remarkable success rate in passing the State Board L.P.N. Examination. In the past four years, only one student failed to pass this examination.

State of Virginia Virginia Employment Commission CETA Division 111 South Sixth Street P.O. Box 1300 Richmond, VA. 23210	William Dillon, Assoc. Commissioner Leonard Ferrara, Asst. Director, Operations (804) 786-1540

Richmond, Virginia

For FY 1980, the R.A.M.P.S. Prime Sponsor projects the funding of 15 upgrading contract slots. Through April, three one slot contracts had been funded--two in the automotive field and one in carpentry. OJT is the principal training method used and reciprocal backfill of CETA clients to entry level jobs is required in employer contracts.

Richmond Area Manpower Planning Syst. 823 East Main Street Richmond, VA. 23219	Ralph Leach, Administrator (804) 780-8742

West Virginia

This state Prime Sponsor has enrolled 105 construction industry workers in upgrading training which focuses on heavy equipment operation e.g. large capacity earth moving trucks, tractors, bulldozers, back hoes, etc.

The training is carried out by a construction union affiliated school under subcontract to the Prime Sponsor at a cost of about $1000.00 per slot. Virtually all enrollees have successfully completed their course work and reciprocal backfill agreements with participating employers are negotiated

See Section IV for a field report on this state-wide program.

Governor's Office of Economic
and Community Development
Employment and Training Division
State of West Virginia
5790A MacCorkle Avenue, S.E.
Charleston, W. VA 25305

Carol Fuller, Director
John Finlayson, Asst. Director
(304) 348-5920

Region IV

State of Alabama

The State of Alabama Prime Sponsor reported an on-going IIC upgrading program in operation at a large institution for the deaf and blind. One hundred Houseparents are in training to be upgraded to Residence Supervisors through 1,000 hours of on-the-job training for which the employer is reimbursed on the basis of the maximum 40% of wage formula.

The employer has agreed to hire CETA clients in entry-level jobs on a one-to-one backfill basis.

State of Alabama
Dept. of Industrial Relations
649 Monroe Street
Montgomery, Alabama 36130

Lynda Hart, Director
(205) 832-6460
Dennis Harper, Planner
(205) 832-3617

Broward County, Florida

Responding to recommendations from its Private Industry Council, this Prime Sponsor has decided to invest the maximum allowable 6.5% of its Title IIB allocation in upgrading activities in FY 1980.

Two programs are in operation. One involves the upgrading of 12 unskilled workers in small contracting firms to Apprentice Electricians. The second is a large scale 60-slot Electronic Technician Training Program which has enrolled workers from six large manufacturing firms.

See Section IV for a Field report on this program.

Broward Employment &
Training Administration
330 North Andrews Avenue
Fort Lauderdale, Florida 33301

Robert Johnson, Exec. Director
Larry Babitts, Depy. PSD Dir.
Millie Morano, Industry Marketing Specialist
(305) 765-4515

Palm Beach County, Florida

Working with its Private Industry Council, this Prime Sponsor developed and is operating a six-slot program designed to upgrade entry-level plant workers to Sheet Metal workers in a large aircraft products manufacturing company. The training is carried out at the work site and consists of two weeks of classroom and 14 weeks of on-the-job training. The enrolled workers receive an appropriate wage increase on entering the program. CETA's negotiated reimbursement to the employer is an amount equivalent to the difference between the former wage and the advanced wage for each hour spent in training. CETA also pays the cost of instructors and materials. Reciprocal backfill is a contract requirement.

Palm Beach County Employment
and Training Administration
P.O. Box 1989
West Palm Beach, Florida 33402

Edward Rich, Director
Walker Mitchell, PIC Director

(305) 837-3500

Atlanta, Georgia

This Prime Sponsor is continuing in FY 1980 a program for the upgrading of Nurse Aides and other entry-level health institution workers to Licensed Practical Nurses, which it began over three years ago. Originally, the program was funded under CETA Title I, and it is now allocated Title IIC funds. Approximately 30 workers are enrolled in the program each year. Training is provided after work hours by a subcontractor technical school. CETA pays all tuition costs; the workers attend without salary or stipend. Reciprocal backfill commitments are obtained from employers.

Atlanta CETA
56 Marietta St., N.W.
Atlanta, Georgia 30303

Aaron Turpeau, Director

(404) 658-6117

Columbus, Georgia

The Columbus Georgia Consortium reported five single slot Title IIC upgrading contracts in effect in April 1980. The OJT method of training is used in all contracts and the contracts require both a minimum 10% wage increase for the upgraded worker and reciprocal backfill hiring from the CETA client pool. Length of funded OJT training averages five months, one-half of the time that might be allowed for a new hire from Title IIB clients.

Columbus Consortium
Government Center
P.O. Box 1340
Columbus, Georgia

Lloyd Lewis, CETA Director
Richard Bland, Deputy Director

(404) 324-0583

State of Mississippi

This state Prime Sponsor reported an ongoing upgrading program for the training of seven Licensed Practical Nurses to become Registered Nurses. Title IIC costs are estimated at $42,000.

Office of the Governor
Job Development and Training
P.O. Box 22808
Jackson, Mississippi 39205

Herman Wells, Manager, Programs Div.
James McGuffee, Area Supervisor

(601) 354-6630

North Carolina

The North Carolina Department of Labor, Apprenticeship Division, has entered into an agreement with five of the state's Prime Sponsor to operate Ceta Title IIC Upgrading prgorams involving a wide variety of job classifications. On-the-job-training is used in all programs and supplemented by class-room training in most. All upgraded workers are enrolled in a state certified apprenticeship program.

See Section IV for a field report on these programs.

North Carolina Dept. of Labor
Raleigh Building, Suite 605
5 West Hargett Street
Raleigh, NC 27601

Sherrill T. Goodman
Director-Upgrading
(919) 733-6552

The five Prime Sponsors are:

State of North Carolina
Div. of Community Employment
P.O. Box 27687
Raleigh, N.C. 27611

L. G. Cooper, Asst. Director
Gary Cyrus, Planner
(919) 733-7026

Alamance County Board
of Commissioners
610 N. Main Street
Graham, N.C. 27253

Douglas Davis
Manpower Administrator
(919) 278-0574

Buncombe County Board
of Commissioners
P.O. Box 7435, Courthouse
Asheville, N.C. 28807

Lawrence Gilliam, Administrator
Mike Morgan, Planner
(704) 255-5151

City of Charlotte
401 E. 2nd Street
AME Zion Building
Charlotte, N.C. 28202

Robert Peason, Jr.,
Manpower Director
Gail Manecio, Planner
(704) 374-3071

Davidson County Manpower
Department
P.O. Box 1067
Lexington, N.C. 27292

Pat LeClair, Director
(704) 249-0193

Durham, N.C.

The Durham Prime Sponsor has been operating a two slot CETA Title IIC upgrading program involving the training of housekeepers to be Data Terminal operators at a University Medical Center. The training is all classroom and is given at the Medical Center. The employer has agreed to hire new entry-level employees from the CETA eligible clients pool on at least a one-to-one basis for each worker upgraded.

City of Durham
Employment and Training Dept.
212 North Magnum Street
P.O. Box 667
Durham, NC 27702

L. G. Holleman, Director
Glenda Foree, Asst. Director
(919) 683-1576

Region V

State of Illinois

This state Prime Sponsor reported two active upgrading contracts in April 1980. One involved the training of two Operating Engineers (crane, bulldozer); the second is training a person in television repair.

Illinois Dept. of Commerce
and Community Affairs
222 South College
Springfield, IL. 62706

John Castle, CETA Director
Jerry Berger, Manpower Planner
(217) 785-3247

Kane-DeKalb County, Illinois

The Kane-DeKalb Consortium reported 17 active upgrading contract slots in May 1980. Twelve employers in a variety of industries are participating. On-the-job training is the principal training method used in these contracts for which about $60,000 has been allocated. Upgrading is marketed by the OJT contract program staff with promotional assistance from the Private Industry Council.

Kane-DeKalb Consortium
719 South Batavia Avenue
Geneva, IL. 60134

James Clapper, Director
(312) 232-2400

Lake County, Illinois

Forty thousand dollars has been allocated for Title IIC upgrading programs in FY 1980 in this Prime Sponsor's jurisdiction. Twelve contract slots with an expected cost of about $28,000 had been developed in April 1980. Among the occupational areas in which training is being received are office management, security, heating and air conditioning, and machine tool operation. The Prime Sponsor works closely with state apprenticeship authorities to ensure that the worker's training is "credited" toward apprenticeship time. Both OJT and classroom training are represented in specific programs. Employers are asked for reciprocal backfill commitments.

Lake County CETA
307 West Washington St.
Waukegan, IL. 60085

Clifford Van Dyke, Director
Nick Ferguson, Coordinator
(312) 249-2200

Sangamon-Cass, Illinois

The Sangamon-Cass Consortium reported two active upgrading contracts in May 1980. One is a single slot contract in the mechanical trades. In the second, six health care workers are receiving training appropriate to their upgrading to Certified Respiratory Therapists. The latter is a 12-month program (workers receive periodic wage increases based on satisfactory performance) involving both OJT and academic training with projected costs of about $30,000.

Sangamon-Cass Consortium 325 North Grand Avenue, East Springfield, IL. 62702	Carol Parkus, CETA Administrator Mike Stehlin, OJT Coordinator (217) 523-5026

Shawnee, Illinois

This rural Prime Sponsor reported an on-going 12-slot upgrading program in the medical field. Licensed Practical Nurses are being upgraded to Registered Nurses; Nurse Aides to L.P.N.'s. Training consists in classroom work at a Community College and clinical training in the hospital environment. CETA reimburses the employer for full workers' salary during training hours and also pays all instructional costs. Total contract allocation is about $40,000.

Shawnee Consortium P.O. Box 298 Karnak, IL. 62956	Sarah J. Clark, CETA Project Director Cheryl Vanderford, Staff (618) 634-2294, 2295

Lansing, Michigan

The Lansing Prime Sponsor initiated its first upgrading contract program, involving several printing industry employers, in May 1980. Seven unskilled employees are being trained for upgrading to positions in design, drafting, and offset press operations. Classroom training is provided during normal work hours by a private technical school. CETA pays only for instructional costs and minimum wage allowance. Estimated program costs: $12,229.

Lansing Tri-County Regional Manpower Administration 1350 West Mount Hope Avenue Lansing, Michigan 48910	Michael A. Quinn, Director Mike Dennis, Asst. Director (517) 487-0106

Oakland County, Michigan

The Oakland County Prime Sponsor reports the allocation through May 1980 of about $100,000 in a variety of small upgrading contracts. They represent a variety of occupations and utilize OJT as the principal training method.

Oakland County Employment and Training 140 South Saginaw, Suite 600 Pontiac, Michigan 48058	Harold McKay, Manager Donna Dygert, Unit Supervisor OJT (313) 858-1033

West Central Michigan

This Subgrantee in the Michigan Balance of State System reported approximately $13,500 allocated in ongoing upgrading contracts for FY 1980. A variety of mechanical trade and office skill occupations are included, and both straight on-the-job and combination OJT/classroom programs are represented. Contract terms require a wage increase for the workers at the beginning of training and, in most cases, the reciprocal backfill of entry-level jobs by applicants from the CETA pool. The upgrading program is marketed and administered by the Michigan Employment Security Commission.

West Central Michigan Employment and Training Consortium 119 North Michigan Avenue Big Rapids, Michigan 49307	Paul J. Griffith, Director Michael Wyman, Training Coordinator (616) 796-4891

State of Minnesota

This Balance of State Prime Sponsor reports an allocation of $150,000 in active upgrading and retraining programs in FY 1980. One hundred twenty-one slots have been funded, mostly in small upgrading contracts. Many of these programs combine classroom training and OJT.

Office of Statewide CETA Coordination Dept. of Economic Security 690 American Center Building 150 E. Kellogg Blvd. St. Paul, Minn. 55101	Lawrence Simmons, Director Patrick J. Cruit, PIC Liason (612) 296-1045

Cleveland, Ohio

The City of Cleveland Prime Sponsor reported starting a large-scale program in the machining and welding trades in August, 1979. For a single employer, 48 eligible workers were to be upgraded under Title IIC, and 48 economically disadvantaged new hires were to be trained in basic skills. The program included a combination of OJT and classroom training. The program was suspended after several months' operation due to unanticipated company problems.

City of Cleveland
Department of Human Resources
1501 Euclid Avenue, 8th Floor
Cleveland, Ohio 44115

Theodore Jackson, Acting Director
Jean Brown, Priv. Sector Coordinator

(216) 664-3430

Milwaukee County, Wisconsin

Through the efforts of its associated Private Industry Council, this Prime Sponsor is operating two ambitious upgrading projects. One, which is linked to the local government's economic development efforts, involves upgrading 12 semi-skilled workers in a precision gear manufacturing company. The second program involves 60 workers in highly sophisticated machinery maintenance skills in the foundry industries.

See Section IV for a field report on these activities.

Office for Economic Resource
Development
1744 North Falwell Avenue
Milwaukee, Wis. 53202

Mary Ellen Powers, CETA Director
Edward Ward, PIC Director

(414) 278-4220

Region VI

State of Louisiana

This state Prime Sponsor has allocated $676,800 for Title IIC upgrading programs in FY 1980, and through May 1980, 357 workers were employed in upgrading contract programs.

See Section IV for a field report on this statewide program administered by the Louisiana Department of Labor.

Louisiana Department of Labor
P.O. Box 44094
Baton Rouge, Louisiana 70804

Robert S. Fore, Director of CETA
Robert B. Newsom, Monitoring
Unit Supervisor
(504) 925-4220

State of New Mexico

During FY 1980 and utilizing Title IIC allocations, this state Prime Sponsor plans to offer upgrading opportunities to approximately 225 employees of the State of New Mexico, particuarly to minorities and women "who find themselves in dead-end low-paying jobs."*

"The program will consist of three primary activities:
1) a variety of classroom training programs...;
2) workshops and/or seminars designed to specifically enhance opportunities for upward and lateral mobility in government; and
3) job and career counseling provided by the Training Section with access to computer programs designed to survey career training and education needs."

*Excerpts are from the Prime Sponsor's Title IIC-FY 1980 program narrative.

State of New Mexico
Governor's Office of Employment
and Training Administration
3157 Cerrillos Road, P.O. Box 4218
Santa Fe, N.M. 87502

Benny E. Sanchez, Exec. Director
(505) 827-3111

North Texas

This Prime Sponsor reported 12 active upgrading contract slots in effect in May 1980. Anticipated costs for these activities total about $52,000. Machine trades and nursing occupations are included.

North Texas Regional Planning Commission
2101 Kemp Blvd.
Wichita Falls, Texas 76309

Ed Daniel, Director
Jerry Fisher, Manpower Administrator
(807) 322-5281

Region VII

Wichita, Kansas

The Wichita Prime Sponsor reported the initiation of an upgrading program for low-skilled workers in an aircraft manufacturing company in the Fall of 1979. The workers were to receive a combination of OJT and classroom training preparatory to their upgrading to skilled welder classifications. Unexpected changes in business conditions and resulting layoffs caused cancellation of the program in its early stages.

Employment & Training Center
12th Floor, City Hall
455 North Main
Wichita, Kansas 67202

Ted Lane, Employment Development Director
(316) 268-4676

Region VIII

Boulder County, Colorado

The Boulder County Prime Sponsor has planned Title IIC expenditures of about $20,000 for FY 1980. A classroom training program for Electronic Technicians is planned, and some management training has been conducted within seven private sector companies.

Boulder County Division of CETA Programs 2750 Spruce Street Boulder, Colorado 80302	Judy Richtel, Director Mary Martinez, Staff (303) 441-3985

Region IX

Phoenix, Arizona

The City of Phoenix Prime Sponsor is funding a seven-slot upgrading program in a large manufacturing firm in which semi-skilled Electro-Mechanical workers are to be promoted to Test Technicians. The funded training, which began in October 1979, is provided through the classroom method by the employer. CETA pays full instructional costs and the worker's wage while in training. These workers will receive five grade level pay increases based on satisfactory performance during the 12 month duration of the program. Final costs are estimated at $100,000. The employer has agreed to hire a CETA client in an entry-level job for each worker upgraded.

CETA Administration City of Phoenix 114 West Adams St. Room 400 Phoenix, Arizona 85003	James Moore, Administrator (602) 262-6776 Edward Villarreal, Operations Coordinator (602) 261-8617

Tucson, Arizona

Tucson CETA is operating a 20 slot upgrading program in which Nurse Aides are to move up to Licensed Practical Nurse occupations. The Sponsor's Skill Center provides classroom training. The participating employer has agreed to reciprocal backfill hiring from the CETA client pool. Program costs are estimated at $100,000.

Tucson CETA 100 North Stone St., Suite 400 P.O. Box 27210 Tucson, Arizona 85726	Frank Romero, Director (602) 792-3211

Fresno, California

In May 1979, this Prime Sponsor initiated a $309,000 upgrading program designed to provide the training necessary to upgrade 24 Nurse Aides to new positions as Licensed Vocational Nurses. In June 1980, 22 of the original enrollees successfully completed the training. As of August, all had passed their state licensing examinations and had been promoted to L.V.N.'s, with salary increases averaging $72 per week.

See Section IV for a Field report on this program.

Fresno Employment and Training Commission
1404 L Street
Fresno, California 93721

Lupe De La Cruz, Exec. Director
Ron Prestridge, Interim PSIP Coordinator
(209) 485-5670

Kern County, California

This rural area Prime Sponsor is operating an upgrading program involving the training of agricultural workers and the upgrading of Nurse Aides to the position of Licensed Vocational Nurses.

Kern County CETA
1035 17th Street
Bakersfield, California 93301

Tim Christensen, Director
Manpower Planning Project
(805) 861-2495

Los Angeles County, California

About 35 workers from 15 small businesses are enrolled in this Prime Sponsor's combination OJT and classroom training program for Motorcycle Repairers, which began in May 1980. The program is operated through a subcontract, by a private technical school which, in turn, has contracts with the participating employers. These contracts require backfill hiring of CETA clients. CETA pays the full cost of instruction and reimburses employers for OJT hours on the basis of a negotiated formula of 40% of wages paid. The program will end in September with costs estimated at $1,500 to $2000 per upgraded worker.

Department of Community Development
Los Angeles County
3175 West Sixth Street
Los Angeles, CA. 90020

Stephanie Klopfleisch,
Chief Deputy Director
(213) 738-2617

Michael Sneed, PSIP Coordinator
(213) 738-2694

San Francisco, California

In the summer of 1979, the San Francisco Prime Sponsor applied CETA Title IIc funds to an existing program for pensions being upgraded from Nurse Aides to Licensed Vocational Nurses. The program was for 16 trainees and was conducted at the local community college. Thirteen of the original 16 trainees are still in the program.

See section IV for a field report on this project.

Mayors Office of Employment and Training 1453 Mission Street 3rd Floor San Francisco, CA 94103	Eunice Elton, Director (415) 558-2922

State of Nevada

This state Prime Sponsor reported operating an upgrading program for 27 Electronic Assemblers who were receiving classroom and on-the-job training pertinent to their upgrading to Electronic Test Technicians in a single large company. All training is carried out by company personnel at the job site. CETA provides reimbursement for the full costs of classroom training and also subsidizes the OJT segment.

State of Nevada Employment and Security Dept. 300 East Third St. Carson City, Nevada 89713	Jerri Murphy, Executive Director Joe McCarthy, Asst. Coordinator (703) 885-3478

Region X

Multnomah and Washington Counties, Oregon

Building on the experiences of a highly successful STIP program, the Multnomah-Washington Consortium in FY 1980 operated a training program for five low-skilled workers in automobile dealerships preparatory to their upgrading to Automobile Mechanics. Four of the original five workers completed training and received their promotions in May.

See Section IV for a full report on this program.

Multnomah/Washington CETA
Consortium
Jackson Tower Bldg., Suite 325
806 South West Broadway
Portland, Oregon 97205

Maureen L. Fries, Administrator
(503) 248-5192

Suellen Rinker, Adult Program Director
(503) 640-1781

RETRAINING PROGRAMS

Region I

Bridgeport, Connecticut

The Bridgeport Consortium has completed a retraining program for 14 workers laid off from their jobs as dock workers in a closing warehouse company. The training offered was designed to equip these workers with the skills and knowledge necessary to obtain state licenses as tractor trailer truck drivers.

Thirteen of the workers obtained this license. All were placed in unsubsidized jobs within a few weeks of the program's completion.

The workers' union, Local 191 of the International Brotherhood of Teamsters, Chauffeurs, Warehousemen and Helpers of America, was an active participant in job development for the program.

See Section IV for a Field Report on this program.

Bridgeport Manpower Consortium
Employment and Training Administration
181 Middle Street
Bridgeport, CT. 06604

Robert Gilmore, Acting Director
Tom Flynn, Deputy Director

(203) 576-7035

Kennebec, Maine

This Prime Sponsor reported one active IIC retraining program contract slot.

Kennebec County CETA
132 State Street
Augusta, Maine 04330

James C. Shoenthaler, Exec. Director
Everett Maxim, Planner

(203) 623-2961

Region III

Allegheny County, Pennsylvania

Sixty laid-off workers, all affected by the closing of a local plant, are being offered retraining in metal working skills by this Prime Sponsor. The steel box car manufacturing concern that took over the former company's facilities has offered to consider them all for employment in contract OJT programs on successful completion of the training.

The training is provided through a subcontract with a community college, and some Title IIB clients also participate in the classes. Thirty graduates of the college's program had been hired and were receiving further skill training by the OJT method in April 1980.

Allegheny County	Bernard Powers, Director
Department of Job Power	Elizabeth Stern, Planner
1500 Allegheny Bldg.	
Pittsburgh, PA. 15219	(412) 355-5204

Beaver County, Pennsylvania

This Prime Sponsor is operating a retraining program under Title IIC for 52 people who were laid off when a local company closed down late in 1979. The retraining is contracted to the local skill center, the local Community College, and to a full four year College. The clients are being retrained in a variety of occupations such as welding, electrical and sheet metal trades, and computer operations. The cost of classroom training and supplies are paid by CETA funds. The workers in retraining receive no wages or stipends. $114,000, the full maximum 6.5% of the Sponsor's IIB funds, have been allocated to this program for FY 1980.

Beaver County Manpower Services	Richard Wood, Director
699 Fifth Street	Rose Muthis, Ass't. Director
Beaver, PA. 15009	
	(412) 728-2020

Chester County, Pennsylvania

The Chester County Prime Sponsor reported two single-slot Title IIC retraining contracts in April 1980. Both workers had been laid off by an automotive industry company. One is employed and being trained as a dispatcher and inventory controller in a chemical company; the other is working for a cable television company and is being trained for electrical line field work. OJT is the training method used.

Chester County Manpower Office	Bruce Greiner, Exec. Director
F & M Building	
Market and High Streets	
West Chester, PA. 19380	(215) 431-6900

Delaware County, Pennsylvania

Under this Prime Sponsor's program plan, 59 laid-off workers were rehired by their former employer and began a combination classroom and OJT program geared to new occupations early in 1980. Local CETA officials reported in April that the program had been suspended due to company business problems.

Delaware County Manpower Office	Federick Martin, Exec. Director
610 E. Baltimore Pike	Kathleen Shmidheiser, Planner
Media, PA 19063	(205) 891-2236

Lehigh Valley, Pennsylvania

The Lehigh Valley Manpower Program, in combination with the area's Private Industrial Council and three local Chambers of Commerce are operating a $230,000 retraining program for a number of workers laid-off from cement producing companies.

See Section IV for a field report on this many-faceted program.

Lehigh Valley Manpower Prog.	Philip Levine, Acting Exec. Director
ABE Administration Bldg.	Robert Soter, PIC Liaison
Allentown, PA 18103	(215) 264-8791
	Edward J. Murray III, Proj. Dir.
	(215) 868-2468

State of West Virginia

This state Prime Sponsor has enrolled 93 laid-off workers in a retraining program which focuses on heavy construction industry equipment operation e.g. large capacity earth moving trucks, tractors, bulldozers, back hoes, etc.

The training is carried out by a construction union affiliated school under subcomtract to the Prime Sponsor at a cost of about $1,000.00 per slot. With an active role in job development by training staff and associated union organizations, placements to date are reported at over 90%.

See Section IV for a field report on this state-wide program.

Governor's Office of Economic and Community Development	Carol Fuller, Director
Employment and Training Division	John Finlayson, Asst. Director
State of West Virginia	(304) 348-5920
5790A MacCorkle Ave. S.E.	
Charleston, W. VA 25305	

Region V

State of Illinois

The State of Illinois Prime Sponsor reported three active upgrading contracts involving ten workers laid off from a candy manufacturer. Eight are receiving training in clerical skills, one as a Diesel Engine Mechanic and one as a Barber. Average training time is 50 weeks. Average cost per slot is $5,000.

Illinois Dept. of Commerce
& Community Affairs
222 South College
Springfield, IL 62706

John Castle, CETA Director
Jerry Berger, Manpower Planner
(217) 785-3247

Region VI

State of Louisiana

This Prime Sponsor has allocated about $170,000 for retraining programs in FY 1980. A large metal casting company has made a commitment to retrain almost 100 of its former workers in new skills and for new jobs. The remainder of the 140 retraining slots planned will be used in a number of small companies utilizing the OJT method.

See Section IV for a Field report on this statewide program.

Louisiana Dept. of Labor
P.O. Box 44094
Baton Rouge, LA 70804

Robert S. Fore, Director of CETA
Robert B. Newsom, Monitoring Unit Supervisor

Annotated Bibliography

The materials contained in the following annotated bibliography were acquired through a careful literature search.

Our first step involved a thorough investigation of the upgrading and retraining literature housed at the Department of Labor Region I Resource Center. We made use of the Index to Employment and Training Materials for Region I along with the "Union" catalog which combines resource data for the other Regions and the clearinghouse in the National Office DOL/ETA. In addition to articles and books, we discovered the valuable resource directory, Research and Development: A 16-Year Compendium (1963-1968) which we used extensively during our search in identifying project papers.

Since the Boston area has an abundance of universities and libraries, we combed card catalogues and open stacks for information. We found many of the MDTA studies in the Government Document Section of the Boston PUblic Library.

In many instances we received information by writing authors or project leaders who were most helpful. We also developed a network among the local Manpower agencies which supplied us with many leads and in some cases, actual books on the subject.

In Washington, D.C., we utilized the annotated bibliographical references of works at the National Technical Information Services (NTIS) bookstore, prior to purchasing many of the works we have included in this section.

In all cases we received full cooperation and assistance from the librarians, the staff at the NTIS bookstore and our friends and colleagues without which our search would have been far less fruitful.

We have noted with an asterisk those works which, for our purpose, we found to be the most informative.

Auman, F.A. "Retraining...How Much of an Answer to Technological Unemployment?" Personnel Journal, 4 November, 1962, pp. 505-507.

In the case of both upgrading and retraining programs, Auman sees as the basic qualifying problem the low educational background of the applicants.

Available at most public libraries.

Bakke, E. Wright, The Mission of Manpower Policy. Kalamazoo, Michigan: The W.E. Upjohn Institute, 1969.

This work compares the manpower programs in the U.S. with those in Western European countries. (Shortcomings of the U.S. programs are given specifically in relation to their inattention to the employed worker and the preservation of unemployment for adult workers.) Addressing these, Bakke points out the devices which have been developed to circumvent such problems in the European labor market.

The need for a manpower policy that realized its potential contribution to the social, economic, and political strength of its nation and to the economic and social well-being of its citizens is stressed as an employment policy that is the most rewarding. To achieve such a policy, Bakke writes that the entire labor market must be considered--unemployed, underemployed, or employed--whatever their skills and whatever the condition of the social and economic climate. The recommendation, therefore, is the need for continual upgrading and assistance to the employed.

Available from most libraries or by contacting the publisher directly.

Brecher, Charles, Upgrading Blue Collar Workers and Service Workers. With a foreword by Eli Ginzberg. Baltimore; John Hopkins Press, 1972.

In this study, Brecher defined upgrading and discussed the various methods in which such programs might be implemented within the labor market. In the New York City area, he surveyed five industries (apparel, health services, food and beverage services, transit authority, construction industries) and explored their potential for developing upgrading programs. Of these, he found that the health service area was one most needful of such programs.

To ensure the success of upgrading programs, Brecher suggests that the goal should be to enlarge the pool of workers competing for advancement and to promote equal opportunity within the competition. This, he states, "...requires a commitment to the value of equity, not necessarily efficiency" (p. 113).

Available from most libraries, from Columbia University Press, New York, N.Y., or from National Technical Information Service (NTIS), Operations Division, Springfield, VA 22151, order #PB214814.

Business Involvement in CETA -- the STIP Experience. Washington: McClure-Lundberg Association for the U.S. Department of Labor, the Employment and Training Administration, 1978.

This report contains a brief description of a carpentry upgrading project without follow-up data.

Available in DOL Regional Libraries.

Canan, James, "A Second Chance for Ninety Men in Norfolk," The Reporter, 31, July 16, 1964, pp. 34-36.

This is a report of an occupational program in Norfolk, Virginia. While it does not give statistical information on the program, the article stresses the need for vocational as well as skills training. It also emphasizes the need for training allowances.

Available at most libraries.

*Casey, Florence, Dr., Upgrading--Problems and Potentialities: The R & D Experience, Monograph Number 40. Washington: The U.S. Department of Labor, Manpower Administration, 1975.

Upgrading is described as a "'greased watermelon'--large, difficult to grasp, always capable of producing a scattering of seeds in all directions" (p. vii). The author states that while R&D projects have shown that upgrading can work, they do not serve as models but rather suggest that there are many paths to achievement.

The monograph examines the problems and potentialities of upgrading with five major upgrading models: 1) Single-step upgrading, 3) career progression systems, 4) educational upgrading, and 5) upgrading via employer service. The examination is accomplished by summarizing several upgrading prograams by giving an overview of each model. Unresolved problems and possible suggestions for future programs are also explored. This monograph is offered as a guide to both public and private institutions.

This has been suggested as the leading resource document on upgrading and is available on a limited basis from the PSIP Clearinghouse.

Clague, Ewan and Kramer, Leo, *Manpower Policies and Programs--A Review 1935-1975.* Kalamazoo, Michigan: The W.E. Upjohn Institute, 1976.

This book was intended to update E.Wright Bakke's *The Mission of Manpower Policy* (Kalamazoo, Michigan: W.E. Upjohn Institute, 1969). This work explores all manpower programs through the review dates with a critique of each. There is little mention of upgrading until the actual review of Bakke's work.

The synopsis of *The Mission of Manpower Policy* is quite extensive, though these authors state that Bakke's recommendations concerning upgrading would not work as effectively, if at all, in the American labor market as they do in the European areas Bakke studies.

Available in most libraries or through the publisher.

Davis, R. "Retraining the Unemployed: II, Skill Improvement Training for Electricians and Plumbers," *Monthly Labor Review*, 84, 1961, pp. 1074-1080.

Two craft union electricity and plumbing training programs for the unemployed are described.

The article stresses the need for skilled union members to keep abreast of technological change by entering training or retraining programs.

Developing New Models for Paraprofessionals in Human Service. New York: National Child Labor Committee, December, 1976.

This deals with the hiring of "life experienced" persons who do not possess the proper "paper qualifications" in the human services field and the successful results which can be thus achieved. Available in Regional DOL Libraries.

Glaser, Edward M. and Ross, Harvey C., Productive Employment of the Disadvantaged: Guidelines for Action. Research and Development Findings Number 15. Washington: U.S. Department of Labor, 1973.

The authors describe programs dealing with the hiring of the disadvantaged. In particular, they explore the 1972 JOBS programs, a segment of which was to focus for two years on the upgrading of 25% of the work force.

Available from Regional DOL Libraries or by writing DOL.

Good Training for Good Jobs: MDTA from Nurse Aide to LPN A Step Up. Washington, D.C.: U.S. Department of Health, Education, and Welfare, Office of Education, 1968.

This pamphlet describes an upgrading program initiated by District 37 (AFL-CIO) of the American Federation of State, County and Municipal Employees in cooperation with the New York City Department of Hospitals under the funding of the MDTA. The program was designed to replace the "Dead-End" signs from a nurse aide's job and utilized local hospitals for the training sites. In necessary cases, a six-week remedial math and reading program preceded the actual 14-month program. The success was better than the projected designers had hoped for.

Available in the public libraries that are holding sites for government documents or by writing to the Department of Education.

Good Training for Good Jobs: MDTA Upgrading Practical Nurses. Washington, D.C.: U.S. Department of Health, Education, and Welfare, Division of Manpower Development and Training, 1968.

This five-page pamphlet describes a 1966 Boston-area upgrading program administered jointly by the MDTA and HEW. The impetus for this upgrading of practical nurses came when new licensing requirements caused many of the trainees to be laid off. The first six-month program finished with 93% of the trainees receiving their license. This compared favorably with the 95% completion rate of those attending the regular State-approved schools.

Available in the public libraries that are holding sites for government documents.

Granick, Leonard P.R.; Jackson, Lee E.; and Greaux, Robert B. ALPHA: A Case Study in Upgrading. New Brunswick, New Jersey: New Careers Systems Institute, 1973.

This is the report of an upgrading demonstration project in a small (100 employee) company that was conducted from the summer of 1969 to the fall of 1971. The design included on-the-job skills training, off-the-job basic education, and supportive service.

"The program provided for rapid promotion to higher skilled jobs and wage increases for senior employees and new hires concurrently ... One year later, the number of upgraded new employees declined to 10% of those who had originally graduated with five of the eight senior employees (who had been upgraded) remaining in the employ of the company."

The intent of the project was not to produce findings about private sector upgrading programs; rather, it pointed out variables and conditions that must be identified before general upgrading models can be developed.

Available through Regional DOL Libraries, university business libraries, Lexington Books, Lexington, MA, or from the National Technical Information Service (NTIS), Operations Division, Springfield VA 22151, order number PB 220136.

Groom, Phillis P., "Retraining the Unemployed: I, European Government Programs," Monthly Labor Review 84, 1961, pp. 823-828.

The author gives a brief synopsis of the French and Swedish programs designed to retrain persons who are unemployed and who require new skills to re-enter the labor market.

______________________, "Retraining the Unemployed: II, Federal and State Legislature in Retraining," Monthly Labor Review, 84, 1961, pp. 939-943.

U.S. legislation regarding retraining is reviewed.

JOBS Upgrading Handbook. Washington, D.C.: U.S. Department of Labor, July 1972.

The handbook describes the guidelines used in the JOBS upgrading programs.

To qualify for the programs, the worker must have been employed at an entry-level position for a minimum of nine months with a salary level not above the near-poverty index. The only exceptions to these qualifications were: 1) if a minority was being upgraded to positions where minorities have not been adequately represented; or 2) if a worker who had remained at an entry level wage in the company exceeded the $2.50 per hour maximum pay due to annual salary increases.

No more than 25% of the full time work force could be upgraded.

The handbook also gave the formula used in determining the reimbursement cost for the training.

Available at Regional DOL Libraries.

Kirsch, Arthur W., and McLeod, Ann L., Manpower Services in the Workplace: An Employer Services Program for a State Employment Service. New York: E.F. Shelley and Company, Inc., 1973.

This report provides an analysis of an upgrading program operated by the Ohio Bureau of Employment Services (OBES), which began in June, 1971. The program was modeled after the Skill Improvement System's High Intensity Training Model (HIT). The authors provide detailed information on each of the upgrading programs, pointing out problem areas as well as possible methods for improving the model for future use.

They found that the training methods had to be designed to fit individual employers and that in most cases the employers were in need of a training needs survey before upgrading programs could be successfully implemented. Most of the training was done in the classroom, ranged from one to 120 hours, and when possible, was conducted at the worksite on company time.

In most cases, it was found that the training was discontinued after the outside training staff left, although in most cases, the trainers stressed the ease with which such programs could be operated in-house.

One major criticism of the program was that it relied heavily on training as a solution to manpower needs, rather than placing more emphasis on structural change within the organizations. However, the evaluators note that employers are highly resistant to such changes and that the typical state employment service does not have the means to implement such a change.

Available from some libraries, particuarly university business libraries, and from NTIS, PB220136.

Landis, Brook Irwin, One Firm's Experience in Retraining the Unemployed. M.S. in Management Thesis, Massachusetts Institute of Technology, 1968.

The "structurally unemployed" (by changes in technology) workers in a MDTA-subsidized retraining program at the General Dynamics Shipyard in Connecticut were the focal point of this study. The program, conducted in 1965-1968, faced a problem insofar as General Dynamics generally maintained its regular hiring standards for putting people in the program. There was no significant effect on wage rates as a result of the training offered at the four study sites.

Lineham, Jean D., A Chance to Get Ahead, Proficiency Examinations for Clinical Laboratory Personnel - Final Report, July 1, 1970. Bethesda, Maryland: National Committee for Career in the Medical Laboratory, 1974.

This booklet gives the description of the planning, set-up, and administration of proficiency and equivalency examinations, which were designed to assist employers in the hiring and promotion of laboratory workers.

The targeted groups for the exams were military trained laboratory specialists, the majority of whom do not normally transfer their skills to the civilian labor force, and lower income civilian employees, most of whom had been trained on the job with no officially recognized status or certification, regardless of their qualifications.

Only 154 out of the 2000-plus who took the exams were available for follow-up. Of these, only a small number had received upgraded positions as a result of their exam performance.

The need for continuous updating of all such exams and a comparison study of job performance with test scores to prove the worth of the tests are strongly recommended.

Order by writing NCCML, 9650 Rockville Pike, Bethesda, MD, or from NTIS PB236178.

McGrath, William T., An Experiment in Using Layoff Time for Improving Workers' Advancement Potential. New York: United States Research and Development Corporation, 1974.

This report describes the operation of a two-year Job Advancement Training Program (JAT) in Northern California, which studied the feasibility of utilizing layoff time to increase workers' "promotability" upon returning to work and to improve their general performance. Specific vocational skills training was not included.

Enrollment was limited to persons who had been laid off within six months prior to the program initiation and those most recently laid off who had the highest probability of being recalled were given priority. However, the JAT programmers found that this was not a feasible target group since only 10%-20% of the 431 who entered the program met these qualifications.

It was concluded that if "non-skills" training was offered to layoffees, interest could be expected only if the enrollees could see a direct economic benefit or if they could see the program as making-up for past deficiencies in education or work histories.

This report did not definitively state whether or not lay-off time could be used productively for a generalized form of education and training for laid-off workers.

Available from NTIS PB217105 or Educational Resource Information Center (ERIC), PO Box 190, Arlington, VA 22210 ed 075605.

Marks, Dr. Samuel, and Ornati, Oscar, A Handbook for Upgrading Low-Skilled Workers. Manhasset, New York: Humanic Designs Corporation, Information Science Corporation, 1974.

This handbook sets forth upgrading training program guidelines synthesized from the experiences of projects sponsored over a four year period by the Office of Special Manpower Programs, U.S. Department of Labor.

The book is divided into four sections: I. An Introduction to the In-Plant Upgrading Concept and the Handbook; II. Guidelines for Program Planning and Development; III. Guidelines for Program Operations; and IV. Guidelines for Program Evaluation.

In planning and development of an upgrading program, the handbook stresses the need for top management involvement. It states as crucial in the planning phase the selection of the trainers and suggests that curriculum development should follow this selection so that the instruction can be tailored to the participants' needs.

The operational portion of the handbook describes six training steps beginning with the initial presentation of the trainer to follow-up schedules for reinforcement of learned skills.

Outlined in the evaluation section are four procedures of evaluation in terms of 1) absenteeism, lateness, quits, and terminations; 2) job standards and performance; 3) the effects of the program on the trainee; and 4) the program's benefits as perceived by the trainee.

The handbook is designed to be applicable to a wide range of conditions and problems for which upgrading training programs could be a solution; it is not meant to be job or program specific.

* Matteson, Robert E., The Vermont Experience: Final Upgrading Report. Montpelier, Vermont: Vermont Department of Employment Security, 1975.

This report describes a three-year project designed to upgrade Vermont's rural poor. The program was conducted from November 1970 until June 1973 and was designed in two distinct phases. The first involved conventional on-the-job training while the second dealt with the innovative notion of upgrading the "unemployed secondary wage-earner to self-employed status."

Based on the Vermont Experience, Matteson makes the following recommendations:

1. Set realistic goals in terms of the current economy. Employers might be unable to pay the promised upgraded wages if they are set too high.

2. Rural areas involve few large firms; thus, special considerations must be made in dealing with the small employer.

3. Though it will cost no more to do the actual training, in rural areas the cost for developing upgrading slots will be more than in urban areas.

4. For upgrading programs, it is best not to utilize the conventional OJT reimbursement method.

5. Rural poor are difficult to locate because many of them are either self-employed or seasonal workers.

6. Incentive payments are of little value unless the training is done off the work site and/or after hours.

7. When the upgrading prospects for the principal wage earners are limited, a possible alternative is to upgrade an unemployed family member to a self-employed status.

Available from NTIS, Order #PB 231 920.

Northrup, Herbert R. et al., *In-Plant Upgrading and Mobility Patterns.* Philadelphia: University of Pennsylvania, The Wharton School Industrial Research Unit, June, 1975.

This report deals with the upgrading of blue-collar workers to first-level supervisory positions through a study of eight representative manufacturing companies. The findings showed that factors such as location, public policy, and the product market combined with union policies, company hiring processes, and incentives had an impact on the final outcome of upgrading programs.

Available from NTIS, PB246240, or from Industrial Research Unit, The Wharton School, University of Pennsylvania, Philadelphia, PA 19174.

Opening the Doors: Job Training Programs. A Report to the Commission on Administration of Training Programs. New York: Greenleigh Associates, Inc., 1968.

This summary gives a critique of job training programs offered prior to 1968 but with no specific mention of upgrading or retraining.

Available from DOL Regional Libraries.

Reesman, Cilla J. and Zimmerman, David A., *Worker Relocation 1965-1972: A Review of the Research and Operations Findings of MDTA Experimental and Demonstration Projects.* Marquette, Michigan: Northern Michigan University Division of Continuing Education and Extension, February 28, 1975.

This work deals primarily with institutional on-the-job training programs with nothing specific on upgrading or retraining.

Available from Regional DOL Libraries.

Retraining Under the Manpower Development Training Act: A Study of the Attributes of Trainees Associated with Successful Retraining. Michigan: School of Labor and Industrial Relations at Michigan State University, January 1968.

A study dealing with in-house training programs emphasizing sociological factors.

Available from Regional DOL Libraries.

Rosen, Sumner M., Ph.D., TIPP-Training Incentive Payments Program. A Final Report to the U.S. Department of Labor. New York: Institute of Public Administration, 1975.

This report describes an upgrading program that was conducted in New York City from October 1969 through April 1975. The program's designers found that paying incentives to employers as an encouragement to upgrade their employees was not successful; rather, they found it was far more beneficial to utilize funds by assisting companies in directly instituting upgrading programs.

Other TIPP findings include: 1. the importance of involving the highest level management and convincing them that upgrading is important from a profit-making perspective; 2. the necessity of finding a balance between institutional change and social change; 3. the need to encourage private industry to be responsible for upgrading their employees; and 4. to encourage the government to take a more active role in motivating employers to do so.

Available from NTIS, PB252252, or from Institute of Public Administration, 55 West 44th Street, New York, NY 10036.

Russell, Wendell, Upgrading In an Industrial Setting. Oak Ridge, Tennessee: U.S. Atomic Energy Commission, 1974.

This final report, designed to assess upgrading programs that have been significantly effective, contains a description of the evaluation design used to screen candidates for upgrading programs to train persons for promotion to first-line supervisors. It also describes other programmatic designs that could be useful to employers interested in increasing and screening low-level employees for upgrading training to first-line supervisors.

Available from NTIS 230967 or from ETA, Office of Research and Development, U.S. Department of Labor, Washington, D.C. 20213.

Slifman, Lawrence, Occupational Mobility of Low-Income Workers. St. Louis, Missouri: Washington University, 1972.

An analysis of changes between labor supply and demand on the upward occupational mobility of low-income workers. The results indicate that with a tightened labor market there is more upgrading of low-income workers proportionally and that there is a high degree of interoccupational substitutability in the labor force.

Available from NTIS PB 208340.

Spritzer, Allan, Trade Union Sponsored Occupational Training in the U.S. Maritime Industry: The Upgrading and Retraining Program of the National Maritime Union. Ithaca, New York: Cornell University, 1972.

The study of the 1966-1967 National Maritime Union upgrading and retraining program. It was found that the applicants most likely to succeed in the program were the most unlikely to enroll once accepted.

Stern, James and Johnson, David, Training Implications of Job Shifts from Blue-Collar to White-Collar Employment. Madison, Wisconsin. The University of Wisconsin, 1969.

This work describes the results of a project designed to develop information on the patterns of job shifts from blue-collar to white-collar positions. Conclusions were drawn based on an employee sample to determine what kind of shifts were made and the subsequent interviews of those employees who had made the shift in the Milwaukee area.

The study found that the primary basis for the shifts to white-collar jobs were: 1) short-term preparatory schooling; 2) extensive training for the blue-collar jobs that paved the way for transition; 3) the type of experience acquired as a blue-collar worker, and 4) the management's estimate of the worker's potential. Of these the study found that the educational components were the norm for professional promotions; blue-collar experience for managerial and foremen promotions; and employee potential in clerical and sales promotions.

Available from NTIS PB177360, Industrial Relations Research Institute, the Univeristy of Wisconsin, Madison, Wisconsin, 53706; "Why and How Workers Shift from Blue-Collar to White-Collar Jobs," Monthly Labor Review, October 1969.

Syracuse Upgrading Project. Syracuse, N.Y.: New York State Employment Service and Syracuse University Research Corporation, 1971.

This project, a joint undertaking by a State Employment Service and a university research team, experimented with upgrading training for low level workers primarily in metalworking industries. As the project progressed, the upgrading opportunities were expanded to other occupations.

Surviving both strikes and layoffs, this program had the full approval of employers and labor unions. Furthermore, the employees were motivated to participate by specifically designing their own training for target jobs within their worksites.

The project concluded that upgrading programs are most effective when: 1) top company management is involved especially to insure that the persons completing the training are upgraded; 2) the need for upgrading is presented to the employer in terms of the company's immediate skill shortages; 3) that the training is specifically geared to address these skill shortages; 4) that the employee is reasonably guaranteed of an upgraded position after the training is completed; 5) that the program design is flexible enough to deal with economic changes, lay-offs, and strikes; 6) that a network is developed to inform similar companies about the upgrading training; 7) that the employees receive a full explanation of the training program prior to enrollment; and 8) that company personnel are the training instructors.

Education and age seemed to directly influence the training results. Older employees were more likely than younger ones to complete the training, and the most highly educated group had a completion rate six times greater than that of the least educated.

Available through NTIS PB201159.

Technology Mobilization and Reemployment Program for Engineers, Scientists, and Technicians Handbook. Washington, D.C.: U.S. Department of Labor, Manpower Administration, December, 1971.

This book describes a program that offered special re-employment assistance to lay-offees from the aerospace and defense industries. The elements included in the program were: 1) job search grants for travel; 2) relocation grants; 3) OJT and short-term institution training; 4) skill conversion studies; and 5) the utilization of previous job promotions as a tool for job development.

To be eligible for the program, participants must have been employed at least 12 out of the last 24 months by aerospace or defense firms and laid off, or worked 24 months out of the last five years.

Available from Regional DOL Libraries and from other libraries that are holding sites for governmental documents.

Upgrading Low-Level Employment: A Major National Challenge. A National Planning Association Joint Statement. Washington, D.C.: National Planning Association, February, 1975.

The prediction in this statement is that entry-level jobs will be increasingly difficult to fill as the educational level and the awareness of workers increase. The recommendation given to combat this is to upgrade the jobs while insuring that they meet basic health, safety, and pay standards.

Available from the Harvard University Widener Library and by writing the NPA.

* Upgrading the Underemployed in the Work Environment, Volumes I-IV, Lake Success, New York: Sill Achievement Institute, July, 1969.

This is a four-volume work on an 18-month U.S. Department of Labor contract project.

Volume I, An Applied Model for Project Management, gives a detailed report of the managerial aspect of the system.

Volume II, Guidelines for Marketing and Sales, discusses the sales techniques employed by the Institute to market a HIT upgrading program to three cities.

Volume III, An Analysis of the Short Range Impact of High-Intensity Training, gives a detailed report of the three-city program and analyzes the components of High-Intensity Training (HIT).

Volume IV, Upgrading the Underemployed in the Work Environment, summarizes all aspects of the program. This includes all statistics of trainees, supervisors, and worksites. It also pinpoints problem areas and suggests solutions to these.

Available from some public libraries and from Employment Training Administration (ETA) U.S. Department of Labor, Office of Research and Development, Washington, D.C. 20213.

Where Do We Go From Here? A Study of the Roadblocks to Career Mobility for Paraprofessionals Working in Human Service Agencies. Washington, D.C.: National Commission on the Employment of Youth, December, 1969.

The major emphasis of this report deals with the follow-up of the students who had recently completed a program that was designed to increase the career mobility and the training of paraprofessionals.

Available from Regional DOL Libraries.

Whyte, William F., Money and Motivation--An Analysis of Incentives in Industry. New York: Cornell V. Harper and Brothers Publishers, 1955.

This book describes monetary and time incentives without any mention of upgrading or retraining.

Available at Regional DOL Libraries.

Reference Material Utilized

* Research and Development: A 16-Year Compendium (1963-78). Washington, D.C.: U.S. Department of Labor, Employment and Training Administration, 1979.

This compendium is an inventory of projects funded by the Office of Research and Development (ORD) of the Employment and Training Administration of the DOL during the fiscal years 1963-1978. It offers a convenient reference for upgrading projects, retraining projects, and others concerned with occupation mobility.

Each project is briefly described and sources of the reports are given.

Many of the projects described in the annotated bibliography were discovered through the use of this compendium although there are many others that could be of use in the development of a specific upgrading and/or retraining program.

* Research and Development Projects. Washington, D.C.: U.S. Department of Labor, Employment and Training Administration, 1979 Edition.

This is a recent inventory of the projects funded by the ORD and furnished an update on current projects.

* Unemployment and Retraining, An Annotated Bibliography of Research. Washington, D.C.: U.S. Department of Labor, Office of Manpower, Employment and Training, November 1965.

An excellent bibliography on the subject of unemployment and retraining that includes studies of the European labor market as well as that of the U.S.